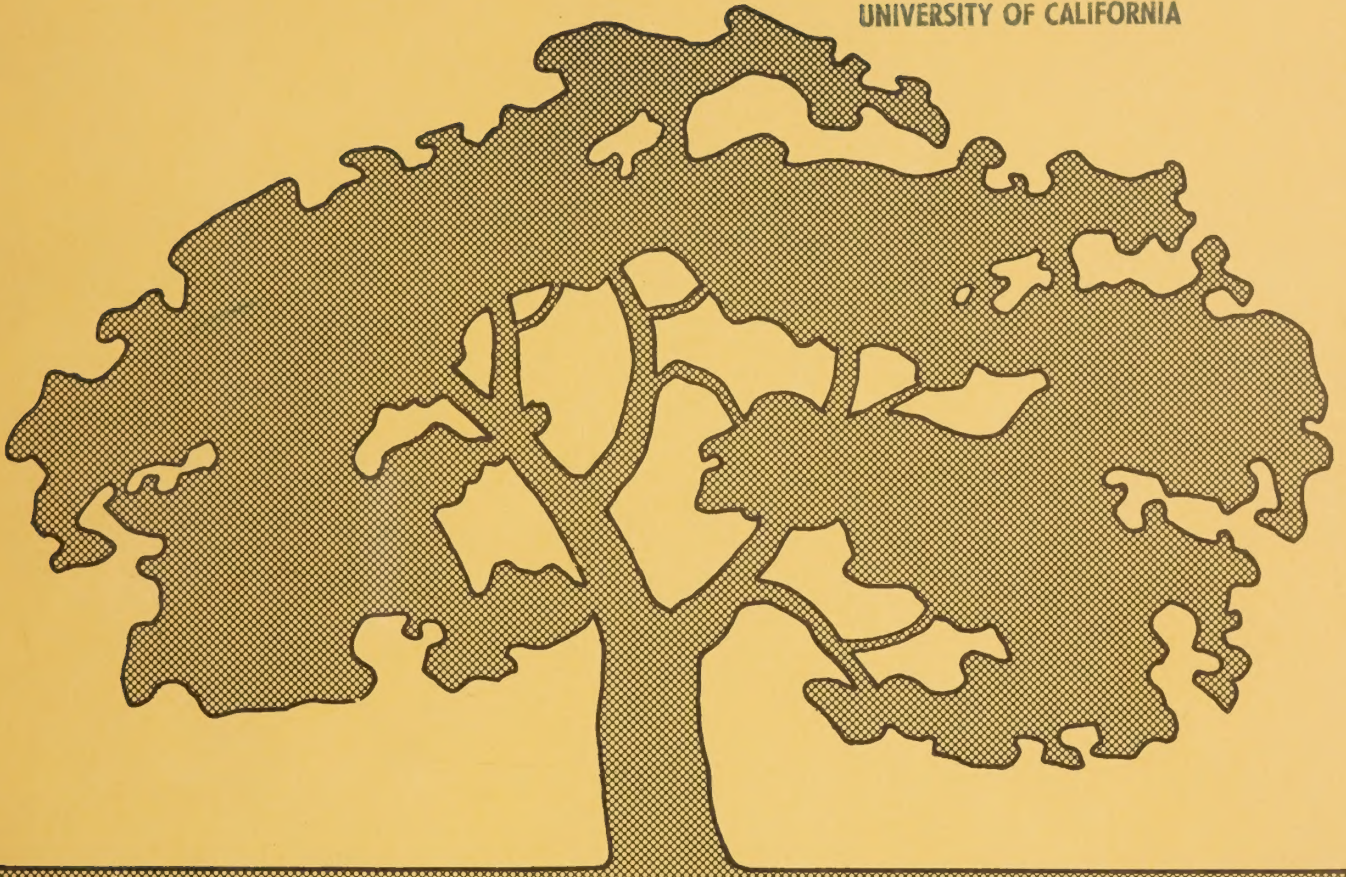


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CHICO

GENERAL PLAN

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GENERAL PLAN

CITY OF CHICO, CALIFORNIA

JULY, 1976



DUNCAN & JONES

Urban & Environmental Planning Consultants

2161 Shattuck Avenue, Berkeley, California 94704

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INTRODUCTION

The uniqueness of Chico is its blend of rural and urban qualities within an attractive physical setting. The prevailing image of Chico is of a relatively small, comfortable and established community with broad tree-lined streets, laced by cool shaded streams, surrounded on the north, west and south by luxuriant orchards, and nestled at the base of the Sierra Nevada foothills. In this sense, Chico's rural image depends on the close affinity its residents feel with the immediately surrounding rural countryside, the relatively small comprehensible scale of the community, and the physical integration of the natural environment into the urban fabric.

On the other hand, however, Chico's urban image is represented by the availability of commercial services in the CBD and other commercial areas, the choice of housing types, available transportation modes, employment opportunities, the existence of the University and cultural and entertainment opportunities, and the presence of urban utilities and services.

The aspirations of Chico's residents, as expressed in large measure through the General Plan Citizens' Advisory Committee, relate very strongly to the widespread recognition of these rural and urban qualities. This General Plan attempts to provide full expression for the community's unique qualities and for the aspirations of local residents. By organizing the General Plan in large measure around these controlling factors, it is hoped they are recognized as the guiding forces behind the Plan which they in fact are.

A. SCOPE

The General Plan is a comprehensive set of policies and recommended action programs concerning the physical development and environmental management of the Chico Planning Area over the next two decades. It is based largely on

information described in previous DUNCAN & JONES' reports,¹ and it relies heavily on reactions and comments expressed by the Citizens' Advisory Committee, the City Council and City Planning Commission as well as other public agencies and members of the public. Although all the elements of a general plan mandated by California law are included, the thrust of this document, more than fulfilling legal mandates, is the provision of new directions toward a more responsive and meaningful planning process within the City of Chico.

The General Plan does not provide a panacea or predict the future: the people of Chico alone can determine the legacy they offer their successors. Rather, the General Plan articulates policy and recommends implementation procedures based on the most current information available. Some procedures will be dated in a short time, others will survive for many years.

In summation, it is the purpose of the General Plan to protect and enhance the total physical environment, especially the quality of air and water.

B. BASIC ASSUMPTIONS

The General Plan is based on the primary assumption that the quality of life in the community can be improved by the participation of citizens and public officials in a concerted planning effort.

A second major assumption is that the City will pursue a policy of accommodating growth compatible with adopted social, economic and environmental objectives and standards. The emphasis will be placed on controlling and guiding growth rather than stopping or, on the other hand, encouraging it.

A final important assumption is that suitable means will be found (and several are recommended in this report) to ensure that the City and the County will work toward common goals in guiding the future development of the Chico area. Because both entities exercise substantial influence over development, individual

1. "Issues, Opportunities and Constraints," January, 1974; "Summary of Basic Studies and Analyses," April, 1974; "Initial Policies Statement," May, 1974; "Initial General Plan," July, 1974; and "Preliminary General Plan," October, 1974.

actions taken must be consistent with a common set of purposes. It will simply not be possible for many of the ideas contained in this Plan to become reality unless the City and the County can unify their views regarding Chico's future.

C. ORGANIZATION

The General Plan is organized under five basic subject areas which highlight the community's principal qualities and potentials as viewed by local residents. These five subject areas and their major emphases are:

- Urban Growth and the Natural Environment -- The accommodation of estimated population increases while preserving prime agricultural soils necessitates channeling future development to three areas: the east, the northeast, and to filling in vacant land and building at higher densities within the existing urban area; the preservation for public enjoyment of the streams flowing through the community will require new land use regulations as well as an acquisition program; and, the protection of the public health and safety from earthquake and fire hazards will require establishing new procedures to evaluate these hazards.
- Housing and the Residential Environment -- The provision of housing to meet the needs of various social and income groups and life styles, particularly the students, elderly and low income families, requires local governments to take a more active role in protecting the existing housing stock and ensuring the provision of suitable new housing; and, the maintenance of the quality of existing residential neighborhoods as well as the development of new neighborhoods must be supported by detailed neighborhood planning, the provision of additional public services and facilities, and the adoption of suitable development standards.
- Business Environment -- The provision of necessary commercial services convenient to local residents without adversely affecting residential neighborhoods, aesthetic sensibilities and traffic movement calls for exercising more influence over the quality and location of new commercial development; the maintenance of a Downtown with economic and social vitality will require

substantial commitments by the City and downtown interests to develop an appealing commercial environment, social and cultural activity centers, and to facilitating accessibility to and from the CBD; and, the desirability of ensuring a diverse economic base and providing employment opportunities for local residents can be supported by reserving suitable areas for industrial and heavy commercial development.

- Transportation -- The desirability of ensuring that all Chicoans are able to move about the community conveniently and without complete reliance on the automobile necessitates additional support for alternative transportation modes, particularly bicycles and buses; providing vehicular access to various parts of the community while also minimizing the adverse effects of traffic will require the construction of a few new arterial and collector streets as well as the initiation of noise buffering measures; and, the protection of the scenic qualities at the entrances to the community can be enhanced by suitable controls over the location and design of new development and roadside advertising.
- Planning Process -- The importance of establishing a more comprehensive planning process with a capability to prepare more detailed plans such as neighborhood plans and downtown redevelopment plans as well as to see that adequate land use regulations and impact reports are prepared to improve the quality of future developments is highlighted; the establishment of procedures to ensure the coordination of planning and development activities between the City and County is discussed; and, the initiation of action programs to implement the recommendations of the General Plan is emphasized.

D. PURPOSES

The Chico General Plan will serve several important purposes:

- Legal -- To meet the requirements of the State Planning Act of the California Government Code with respect to mandatory elements, and consistency of zoning regulations with the land use element of the General Plan. It is clear that the Legislature's intent is to lead cities and counties into a new era of

planning where general plans become policies and programs and are not merely guidelines. Local agencies not having properly prepared and adopted general plans and regulatory measures can expect in the future to face State sanctions of one sort or another if they fail to meet the new requirements of the Act. Moreover, land use regulations and impact assessment procedures can be expected to be based upon the general plan.

- Policy -- To clarify and articulate public policies and the intentions of the City Council with respect to the rights and expectations of the general public, property owners, and tenants.
- Educational -- To enable local residents, other public agencies, and prospective investors and businessmen to become informed of the City's long-range and short-range goals, policies, and development standards; and to provide a factual basis for a better determination and understanding of these goals, policies and standards.
- Coordinative -- To establish a basis for coordination, understanding and negotiation among public agencies who have responsibilities within the Chico Planning Area, and to present Chico's position on regional and local issues appropriate to its concerns and responsibilities.

I. URBAN GROWTH AND THE NATURAL ENVIRONMENT

Every community possesses one or more natural resources which it values greatly. Chico is no exception. Unfortunately, it very often comes to pass that those resources which are so highly valued are unnecessarily destroyed or degraded as the community grows. Such could be the fate of three of Chico's most important resources -- the prime agricultural soils, Bidwell Park, and the creeks which flow through the community -- unless the City and County, working cooperatively, undertake strong measures to prevent this occurrence. This chapter will discuss and advance recommendations for protecting these resources, and, in addition, will describe the problems of such environmental hazards as earthquakes and fires, and recommend measures to mitigate these potential problems.

A. FUTURE GROWTH AND THE PRESERVATION OF AGRICULTURE¹

Estimates prepared during the course of the General Plan program (1974) indicate that the population of the City of Chico and the immediate surrounding urban area will increase by about 9,300 to 23,900 people during the next twenty years. This suggests a total population range of from 56,500 to 71,100 individuals by 1995, compared with a current estimated level of about 47,200 persons. (See Appendix A for a more detailed description of the methodology used in developing the population estimates.)

As a result of this expected population increase over the next 20 to 25 years, and depending on whether the actual increase is closer to the low estimate or to the high estimate, there will be substantial pressure to urbanize an additional 600 to 1,600 acres in the Chico area. While infilling the existing urban area by developing vacant land and redeveloping at higher densities could

1. Throughout this and the subsequent chapters the subject matter is first generally discussed and presented, and then followed by listings of policies and recommendations for action.

accommodate substantial amounts of this new development, large areas of open land outside the existing urban area may also need to be covered with houses, stores, industries, schools, roads, and other urban trappings in the next two decades. One of the principal problems facing Chico is where to allow and encourage this new development to locate without encroaching into the prime agricultural soils and without inducing urban sprawl.

1. PRIME SOILS¹

Prime agricultural soils are a finite and delicate resource. They are highly sensitive to adverse impacts such as pollution, erosion, compaction, and excavation. They have evolved over long periods of time and once destroyed, or developed for urban uses, they cannot be recovered.

The prime soils in the Chico area (see Map 1) are located primarily to the west and south of the City. The most highly productive soils, located under and immediately adjacent to the existing urban area, are usually reserved for almond orchards. Heavier prime soils not intrinsically suited to orchards, but conducive to truck and field crops, lie some distance from the urban area to the north and west of the City.

As the world's population increases and more and more attention is focused on the problems of malnutrition, it becomes more important than ever to recognize and preserve our productive soil resources. California, with its unique productive capabilities due to soil and climatic combinations not available elsewhere, has a particular responsibility in this regard. Many areas in this state have the capacity to produce crops which cannot be grown elsewhere. Of particular importance to Chico is the fact that California produces virtually all of the almonds in this country, and the United States produces approximately half of the world's almonds.

In 1973, Butte County with 23,970 acres had 11 percent of the State's almond acreage. Due to the limited extent of the deep, well-drained soils needed for almond orchards, it is likely that soil limitations will not permit

1. "Prime Soils" are soils defined in Section 51201(c)(2) of the Government Code (The California Land Conservation Act of 1965).

SOILS

-  PRIME SOILS (SUITABLE FOR INTENSIVE AGRICULTURE)
-  NON-PRIME SOILS (SUITABLE FOR URBAN DEVELOPMENT)
-  SCAB LANDS, TAILINGS, & TUSCAN SOILS (UNSUITABLE FOR URBAN DEVELOPMENT)
-  EXISTING URBAN DEVELOPMENT

SOURCE: SOIL MAP, CHICO AREA, CALIFORNIA. U.S. DEPARTMENT OF AGRICULTURE AND UNIVERSITY OF CALIFORNIA AGRICULTURAL EXTENSION, 1925. SCALE 1"=1 MILE. INTERPRETED BY DUNCAN & JONES WITH THE ASSISTANCE OF MR. CLEM MEITH, UNIVERSITY OF CALIFORNIA AGRICULTURAL EXTENSION FARM AND HOME ADVISOR.

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substantial increases in almond acreage in Butte County much beyond that which is already planted.¹

To highlight the importance of agriculture, and in particular almonds, to Chico, it should be noted that agriculture is the biggest industry in Butte County, and almonds are one of the most important crops in the County in terms of dollar value. Only rice, which grossed \$47,720,000 in 1973, had a greater value than almonds, which grossed \$28,672,000 in the same period. Together these two crops represent over 55 percent of Butte County's total dollar volume of agricultural production of \$139,026,000.² The continued vitality of this basic industry is tremendously important to many of the other sectors of the Butte County and Chico economies. Retail sales and services as well as industries such as food processing rely heavily on continued agricultural production. Butte County farm implement dealers alone had over \$11.1 million in taxable transactions during 1973, while farm and garden supply stores had almost \$4 million in taxable transactions.³

In terms of employment, the State Department of Employment Development estimated that in September 1972, 5,025 persons were employed in agriculture out of a County total of 34,800 employed persons. In Chico two of the four largest manufacturing plants process nuts, and employ a total of around 425 persons. Continental Nut Company, Chico's second largest manufacturing employer, employs about 300 persons, and California Almonds, Inc., employs an additional 125 persons.⁴ Moreover, the 1970 Census reported that 252 people living in the City of Chico were farmers or persons working on farms.

1. The greatest success in almond production is achieved on deep, well-drained soils such as the Vina loam, Vina fine sandy loam, and Farwell loam found in the Chico area. It is possible to grow almond orchards on some of the heavier soils; however, the potential for problems is much greater on soils which are not well-drained.

2. "Butte County Agricultural Crop Report, 1973," prepared by the Butte County Agricultural Commissioner, pp. 2, 4, and 8.

3. "Taxable Sales in California During 1973," Thirteenth Annual Report, State Board of Equalization, April 16, 1974, p. 6.

4. "Community Economic Profile for Chico, Butte County, California," prepared by the Greater Chico Chamber of Commerce, 1973.

Current indications seem to point to a healthy future for almond production. The gross return per acre in Butte County almost doubled between 1972 and 1974.¹ While there is some questions as to whether the market will remain that high in the coming years due to the large amount of acreage in the state which will become bearing in the next few years, new markets continue to be found for almonds. A recent report on almond production has concluded:

Growing world population, better diets, and increased incomes all indicate there will be no slackening in the world demand for higher protein foods. Almonds should be a direct beneficiary of this trend. Tremendous gains in production, especially from California orchards, should keep the world almond pipeline filling in the next few years. In fact, potential near-term production gains may exceed current demand in the absence of new and expanded marketing efforts. However, if the past is any indication of the future, California almond processors should succeed in disposing of increased supplies to insure a good balance between supplies and demand.²

The continued vitality of almond production in the Chico area hinges on two principle variables: healthy national and international markets, and protection of prime soils from haphazard intrusions of urban and semi-rural development. As has been indicated above, the almond market has been continually expanding, and the prospects look good. Unfortunately, the situation with regard to urban intrusions and semi-rural land divisions is more serious. However, it is probably a measure of how healthy the almond industry is that the situation with regard to the loss of prime lands is not worse than it is at present.

Due to the high value of almonds, about the only land use that can compete for prime soils is urban development. Small orchards of around 10 to 25 acres, which tend to be located on the urban fringe, may be valued at \$2,400 or more per acre. Larger acreages, generally found further out from the City, have a lower per acre cost of about \$1,800. The smaller acreages have a higher value because more people can afford to buy them due to their lower total cost and, therefore, the market is more competitive. Moreover, due to their proximity to existing development, there may be some speculative value derived from the potential for urban development, or at least from the potential for creating rural home sites.

1. Butte County Agricultural Commissioner, op. cit., p. 4.

2. "The California Almond Industry," Industry - A Special Report, Security Pacific Bank, 1974.

Availability of cheaper non-prime land on the northern edge of Chico, where the bulk of recent urban development has taken place, is probably one of the major reasons more urban development has not occurred on the prime lands. As easily developable non-prime lands are used up, competition will increase between cheap non-prime lands which are costly to develop because of sub-surface conditions, and the more expensive prime lands which are less costly to develop.

The urban development potential for owners of prime lands has particular appeal when what the landowner desires most is a high quick return on his land. By selling to a developer he can often realize a sizable profit on the sale of his land. This situation may be most applicable when one or more of the following circumstances exist: 1) the land is located near existing urban development and can be provided with urban services (streets, water lines, etc.) easily; 2) the almond orchard is nearing the end of its economic life and production is declining; and/or 3) the landowners do not wish to remain in farming, and, for example, may need some money to retire.

If, on the other hand, the landowner is looking for long-term profits rather than a quick return, or desires to remain in farming, the economic value of almonds may permit him to do this even when he is situated very close to existing urban development.

2. CURRENT PRESERVATION EFFORTS

Current efforts at preserving the prime soils in the Chico area which include Williamson Act contracts and agricultural zoning, are limited in their effectiveness both by intrinsic weaknesses and ambiguities in their application. The following discussion outlines the basic problems with existing preservation approaches.

a. The Williamson Act¹

The Williamson Act permits agricultural landowners to sign contracts with cities or counties in which the landowner agrees not to develop his property to urban uses for a ten-year period, in exchange for having his land assessed

1. The Williamson Act is the popular name for the California Land Conservation Act, Government Code, Section 51200 et. seq.

on the basis of its productive value rather than its full market value.¹ In many instances this can mean substantial property tax reductions to farmers. However, due to the high value of almond production, the Williamson Act has had little impact in preserving the prime soils around Chico. There are only three or four Williamson Act contracts on prime soils in the Chico area,² and only one of these is immediately adjacent to the existing urban area. Because the productive value of almonds is so high, property taxes under the income approach to valuation (the required method of valuation under the Williamson Act) are as high or even higher than under the normal market approach. Therefore, there is no economic incentive for a landowner to restrict the use of his property. Moreover, it is likely that at least some landowners feel they may want to sell their land for a quick profit for urban development, and they do not want to restrict their future options by signing a contract. Since there is no economic incentive to sign contracts on prime soils and local governments cannot force landowners to enter into contracts, this device has very little value for protecting the prime agricultural lands around Chico.

b. Zoning and the County General Plan

Another device currently in use to protect agriculture in the Chico area is agricultural zoning. The County has a number of agricultural zoning categories with varying minimum parcel sizes. These range from the A-3 zoning district with a five-acre minimum lot size up to the A-160 district with a 160-acre minimum lot size.³ In general, the uses permitted in these districts are oriented towards agricultural production.

Until very recently the value of these agricultural zoning districts in preventing urban intrusions into the prime soils in the Chico area was

1. Williamson Act contracts are automatically renewed each year for ten more years unless cancelled by either party. A cancellation thus takes ten years to become effective, unless the local government approves a shorter cancellation period.

2. There are a number of Williamson Act contracts covering non-prime lands, particularly to the north and east of the City.

3. The A-2 zoning district is not considered here as an agricultural zone because its minimum lot size of 8,125 square feet and the assortment of uses permitted does nothing to preserve agriculture, and may, in fact, tend to invite lot splits and development -- and thus incremental urbanization.

probably negligible. The only agricultural zone used in the Chico area was the A-3, and even it tended not to be applied at the crucial interface between urban development and agriculture. However, a new trend may be emerging. In recent action the County has rezoned a significant area immediately abutting existing urban development between Big Chico Creek and Dayton Road into the A-10 district (10-acre minimum lot size). While affecting only a relatively small portion of the urban boundary, this action may be precedent-setting and is, therefore, noteworthy.

Encouraging as the above action may be, it must be noted that there still remains over 1,200 acres of prime lands lying along the northern edges of the community that are essentially unprotected from urban development. These lands are variously zoned into zoning classifications which permit land divisions and development on lots 8,125 square feet in size. The excessive amount of urban development permitted in these areas can be appreciated when it is realized that if they were fully developed in residential uses to the density achievable in these zoning districts, it would be possible to more than equal the existing population of the City of Chico.

It should be noted that the zoning classifications appear to be consistent with the Land Use Map in the adopted Butte County General Plan, which designates a belt of future residential development (low density, 1-4 dwelling units per gross acre) around the City on prime soils. It is not clear, however, that this mapped designation is consistent with the Plan text, which states, "Areas of prime Agriculture land should be precisely zoned for Agriculture or included in the California Land Conservation Act to protect Agriculturists from the intrusion and development of subdivisions which would be detrimental to Agricultural technology. . . ." ¹

3. DEVELOPMENT ON NON-PRIME SOILS

An essential component of any program to preserve prime agricultural soils around Chico must be a concerted effort to accommodate development pressures

1. "Butte County General Plan," prepared by the Butte County Planning Department, 1972, p. 5.12.

on non-prime soils which are, nevertheless, developable. An analysis of the soil conditions in the area reveals two large areas to the northeast and the east of the City where the soils are suitable for development but are not of high agricultural quality (see Map 1).

The first area (Northeast Chico) is located generally north of East Avenue, east of Cohasset Road, and south and west of Sycamore Channel. The Redding clay loam soils which underlie this area have a Storie Index rating of 17, indicating that they are not well suited to agricultural production. Sub-drainage is poor due to the hardpan and cemented sandy gravel which underlies a typically shallow layer of permeable soil. Therefore, septic tank effluent cannot be safely and consistently absorbed. Due mainly to the inability of the soil to accommodate septic tanks, and the lack of sewers, only a small portion of the approximately 860 acres in this area have been developed.

The second area (East Chico) is located east of the freeway and south of Little Chico Creek. Most of the area (approximately 670 acres) is underlain by Anita clay adobe and Vina loam, shallow phase. These soils are characterized by poor drainage and limited agricultural potential. The Tuscan formation, an essentially impermeable layer, probably underlies these soils at a depth of from 6 to 30 or 36 inches. In addition to the above soils, there is a large area of Vina loam located along Little Chico Creek which has a Storie index of 100 and is considered prime soil. It should be noted, however, that about 30 acres of this area has been severely disturbed by the borrow pits which were excavated for construction of the freeway. The only significant development in the East Chico area is a subdivision which occupies about 40 acres on the poorer soils.. Sewer lines are available to serve this area on Notre Dame Boulevard, and pipes have been laid under the freeway at 20th Street although they are not connected to the system.

The physical extent of these two areas of potential future development is limited on the one hand by existing urban development or the freeway, and on the other hand by Tuscan soils and Scab Lands which pose severe limitations on development feasibility. Development on Tuscan soils and Scab Lands is particularly limited by the lack of subdrainage which precludes the use of septic tanks, and the extreme hardness of these soils makes the laying of utility lines unusually costly. The agricultural value of these soils is restricted to grazing.

The development of Northeast Chico and East Chico alone would probably be more than sufficient to absorb the expected population increase to 1995. Taken together, however, they provide for more than 1,500 acres of new development. However, another factor to be considered is the vacant land available for development within the urbanized area, and the potential for the redevelopment of selected areas at higher densities than presently exist. It is clear from this analysis that ample land is available to accommodate even the highest 1995 growth projections without necessitating the development of either prime agricultural soils or land not suited to development.

POLICY

MAINTAIN IN AGRICULTURAL OPEN SPACE THOSE LANDS MOST SUITED TO THE PRODUCTION OF FOOD, BY PREVENTING DEVELOPMENT ON PRIME SOILS AND DIRECTING FUTURE DEVELOPMENT TO NON-PRIME SOILS, THROUGH THE ENCOURAGEMENT OF IN-FILLING OF EXISTING VACANT LAND WITHIN THE URBANIZED AREA AND BY DEVELOPING AT HIGHER DENSITIES.

RECOMMENDATIONS

It is essential for the preservation of prime agricultural soils that the City first of all clearly establish its policy about which areas are to be preserved and where urban development will be permitted, and second, after gaining acceptance by the County, work out clear lines of responsibility between the City and the County for implementing this policy. The whole concept of preserving agriculture and guiding urban development will be lost unless the City and the County undertake a unified course of action.

Green Line

In initiating a unified approach, the City must be able to communicate its position clearly and understandably to the County. The establishment by resolution of a "Green Line", (superseding the old "Red Line") which defines the outer edge of all urban development (not just apartments) would assist this communications effort. This could be reinforced by formally requesting the Local Agency Formation Commission (LAFCO) to amend the primary sphere of influence line to coincide with the Green Line. Moreover, rezoning the lands beyond the Green Line if reasonably close to the City's

corporate limits in a new Agricultural Greenbelt (AG) zoning classification with a 20- to 40-acre minimum lot size would further strengthen this position.

Agricultural Zoning

The County should zone for agricultural purposes (A-3, A-10, A-20, and A-40) those lands beyond the Green Line which the City prezones Agricultural Greenbelt. Agricultural zones should not, for the most part, permit non-agricultural activities.

Chico Area Planning Commission

One approach to obtaining greater consistency between City and County actions regarding preservation of agriculture and guiding urban development would be the creation of an Area Planning Commission, as recently proposed by DUNCAN & JONES in the report "Consolidating Planning for the Chico Area". Under this proposal, the City Planning Commission would cease to exist and the County Planning Commission would no longer exercise jurisdiction in the Chico area. In their place, an area planning commission comprised equally of City and County representatives would be formed, a single areawide general plan would be adopted, and a unified set of zoning, subdivision, and public improvements regulations would be adopted:

Clearly, establishing an area planning commission for the Chico urban area is feasible, long overdue, and essential. It is not an ideal solution to unifying governmental services, planning, and land use controls. But it provides the best opportunity available, at not inordinate cost, for the unification of planning and land use studies, general planning, land use controls, and the areawide planning process. An area planning commission is a unique opportunity for two governmental entities to delegate the advisory planning function to one planning agency whose sole concern is a geographically limited urban area. The two governmental entities give up absolutely no ultimate authority within the territory for which they are responsible. What they may be able to do, if an area planning commission is established along the lines recommended, is to think and act in a unified fashion, and cooperatively, for the common short-term and long-range benefit of those whose orientation, after all, is towards the whole Chico urban area rather than necessarily towards one or the other of two governmental or political entities.¹

1. "Consolidating Planning for the Chico Area", prepared by DUNCAN & JONES for Butte County and the City of Chico, March 1974, p. ii .

Urban Development in Cities

Another approach toward unifying planning efforts in the Chico area is roughly comparable to one currently being tried in Santa Clara County. This approach would involve acceptance by the County of the principle that all future urban development in the Chico area should occur in the City, i.e., that cities are the appropriate level of government to provide essential urban services and that the ability of cities to cope with the social, economic, environmental, and land use problems created by urbanization is dependent in large part on their ability to service and control urban development in their immediate area. This policy could then be effectuated by changing County zoning to permit only very low-density development; development at higher densities, where this is permissible under the plan, would first require annexation to the City.

Sewers

The City should review its 1970 Wastewater Management Plan with an eye to establishing alternative alignments for trunk sewers proposed in prime agricultural areas, except where those lines are essential to the maintenance of gravity flow. Of particular concern are the proposed lines along Glenwood Avenue, Henshaw Avenue, Eaton Road, Highway 32 north of Sacramento Avenue, and Stanley Avenue. The installation of these trunk lines would increase development pressures tremendously on prime soils. In those instance where realignment is not feasible, the City should adopt a firm policy of not permitting hookups to serve non-agricultural uses.

On the other hand, the City should investigate the desirability and feasibility of extending sewers to the two areas designated for future development - Chico East and Chico Northeast - as a device to encourage development in these locations and, thereby, alleviate pressures on the prime soils. By selling bonds and installing the trunk lines, the City would be furthering this objective. A connection fee would be levied to repay the bonds, and annexation would be required prior to hookup.

Purchase

As a last resort, if all else seems to be failing, the City should investigate the feasibility of purchasing selected areas of prime agricultural

land and preserving them. This might take the form of purchasing land and leasing it back for continued agricultural development. General obligation bonds (secured by the City's assessed valuation) or revenue bonds might be sold to finance the initial purchase, with the revenue derived from the leases used to pay off the bonds. In this way property taxes would not have to be increased to pay for the bonds. One drawback to this approach is the lack of experience by local governments in preserving agriculture in this way. Another drawback, at least for revenue bonds, given the current economic climate, is the difficulty of selling revenue bonds secured by something as untested as agricultural production for less than the legal maximum interest rate of 8 percent.

A variation on the above theme would be to set up a revolving fund to be used to purchase prime agricultural land at the fringe of the City, and sell the land back subject to restrictive covenants stipulating that the land remain in agricultural production. Money from the resale would go back into the revolving fund and be used for further acquisitions. Conceivably, land subject to a restrictive covenant would not be sold for as much as it cost when unrestricted, therefore the revolving fund would be diminished somewhat by each sale.

Again, if all else fails, however, the City may not have any choice but to investigate further the feasibility of these or similar purchase schemes.

Soils Mapping

Encouraging the State Soil Conservation Service to undertake a detailed soils mapping and classification program in the Chico area in order to update and improve the accuracy of the earlier soils survey is very much in order. This data could then be used to make more refined decisions about which areas should be reserved for agricultural production and which areas are suitable for urban development.

POLICY

ENSURE THE CONTINUATION OF AGRICULTURAL PRODUCTION EVEN WHERE RELATIVELY SMALL HOLDINGS HAVE BEEN CREATED ON PRIME SOILS, AND PROTECT THE SEMI-RURAL LIFESTYLE THESE AREAS AFFORD BY PREVENTING THEIR CONVERSION TO MORE INTENSIVE URBAN USES.

RECOMMENDATIONS

Many areas designated on the General Plan Map as Rural Residential can be characterized as prime agricultural soils which are already committed to large lot semi-rural residential development. This is the type of development which predominates in these areas with many of the landowners keeping horses or maintaining small orchards on their holdings. Because these areas are located on prime soils and the landowners covet this lifestyle, more intensive urban uses should not be permitted in the future.

Nonconforming Uses

There exist, and there will undoubtedly continue to exist, many land uses in the area designated for agriculture on the General Plan Map which are unrelated to agricultural production. These non-conforming uses may be isolated subdivisions or even commercial and industrial uses which existed prior to the preparation of this Plan. While many of these isolated uses are not identified on the General Plan Map, this should not be interpreted either as a policy for their permanent continuation or as a recommendation for their early removal. Any expansion of these uses must be closely scrutinized to minimize adverse impacts on adjacent agricultural production, and special use permits should be required. On the one hand, it might be acceptable to permit a new or expanded use to be developed on a small essentially non-agricultural parcel located between two existing non-conforming uses. On the other hand, however, residential subdivisions should not be allowed to expand outward into viable agricultural lands or to be strung out along roads in agricultural areas.

B. BIDWELL PARK AND CREEKSIDE GREENWAYS

Beside its prime soils, two of Chico's most important resources are Bidwell Park and the creeks or channels which flow through the community. Of particular importance to most Chicoans is the protection of Bidwell Park. However, there is also widespread support for the preservation and enhancement of the natural and aesthetic values associated with the area's stream corridors.

1. BIDWELL PARK

Due to its size, and because Big Chico Creek flows through it, Bidwell Park might be thought of as the ultimate extension of the creekside greenway concept. Or it might, in a more traditional way, continue to be thought of as one of the finest examples of a community-owned park and open space resource in the country.

While Bidwell Park is in name a single park and is a single contiguous land holding, the enormous size and extreme range of open space types indicate that the park should be viewed not as a single entity, but rather as discrete entities with diverse characteristics which can blend together in a harmonious fashion. The temptation to take the easy way out and concentrate the City's recreation eggs in this one basket should be resisted. The basic natural settings found in the park should not be sacrificed to provide neighborhood recreational opportunities which should be more appropriately located throughout the community within the neighborhoods they are to serve. Moreover, the undisturbed natural portions of the park, which provide a convenient retreat for Chico residents to "get away from it all" for brief periods of time, must be protected from encroachment from incompatible development both within the park and on the periphery of the existing park boundaries. As stated in the "Master Facilities Plan" of the Chico Area Recreation and Park District (CARD), "Man-made intrusion (building, etc.) would indeed be a death blow to the pristine magnificence of this area (upper Bidwell Park)".

2. CREEKSIDE GREENWAYS

A total of five creeks or channels flow through the Chico urban area. Each of these creeks is unique in terms of location, ownership, and natural and aesthetic qualities.

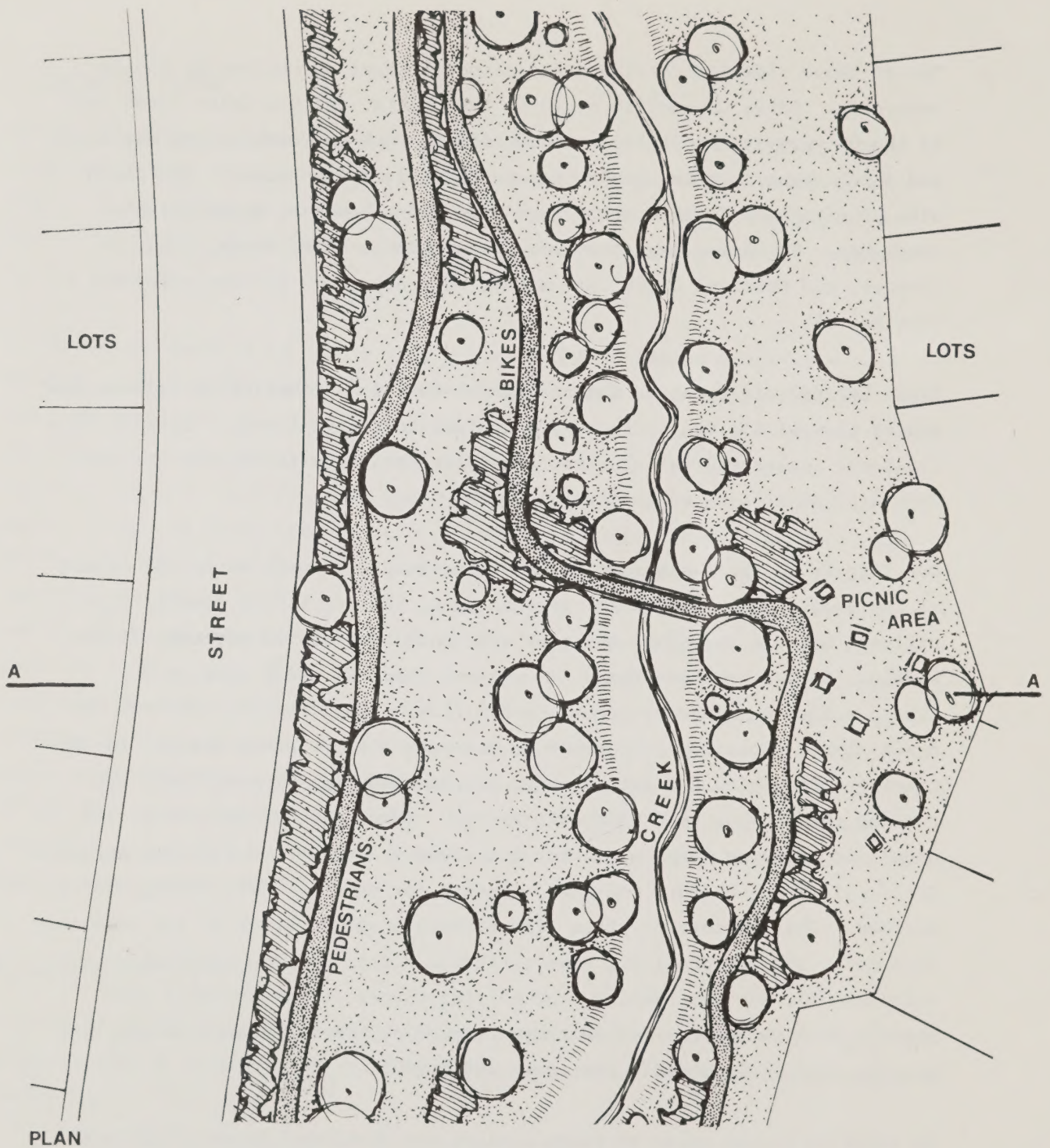
Three of these corridors - Big Chico Creek, Little Chico Creek, and Lindo Channel - cut right through the heart of the urban area, while the remaining two - Sycamore Channel and Comanche Creek - are located along the northern and southern peripheries of the community.

Two of these riparian corridors are already largely protected by public ownership. Lindo Channel is owned by the County, and Big Chico Creek east of the University campus lies within Bidwell Park and between The Esplanade and Nord Avenue it runs mainly through the University campus. The south side of Big Chico Creek west of Nord Avenue is, however, under private ownership. The remaining three corridors, Little Chico Creek, Sycamore Channel, and Comanche Creek, are almost entirely under private ownership (see Map 2).

Lindo Channel and Sycamore Channel, which function primarily to relieve the winter flow of Big Chico Creek, are dry for most of the year. Little Chico Creek and Comanche Creek are also generally dry for a portion of the year. Only Big Chico Creek flows throughout the year.

Due largely to these stream flow characteristics, as well as to the nature of the soils through which the streams pass, the vegetation, and in significant measure therefore the aesthetic qualities of the streams, differ widely. On the one hand there is Sycamore Channel, which crosses the Tuscan soils and has very little stream flow. This channel, which is bordered almost exclusively by grasses, presents a very barren image. In contrast are Big Chico and Little Chico Creeks with significantly more water flowing through the rich Vina soil series. These streams support a well developed riparian plant community including valley oak, California sycamore, California black walnut, boxelder, Fremont cottonwood, white alder, and willows. This variety of plant life affords a visual break in the urban environment, thereby providing some aesthetic relief. Birds use these corridors for access, nesting, and resting places; water-oriented land mammals such as racoons follow these corridors; and the shaded stream beds provide essential habitats for trout and salmon.

In addition to the value of these streams for flora and fauna, they each have potential for development as recreational corridors. Sycamore Channel, with little shade or water, may be primarily of value for a bicycle, pedestrian and equestrian trails system. The other creeks, with more shade and water, might contain picnic facilities where there is room in addition for bicycle and walking paths. (See Figure 1.1 for Creekside Greenways Design Prototype.)

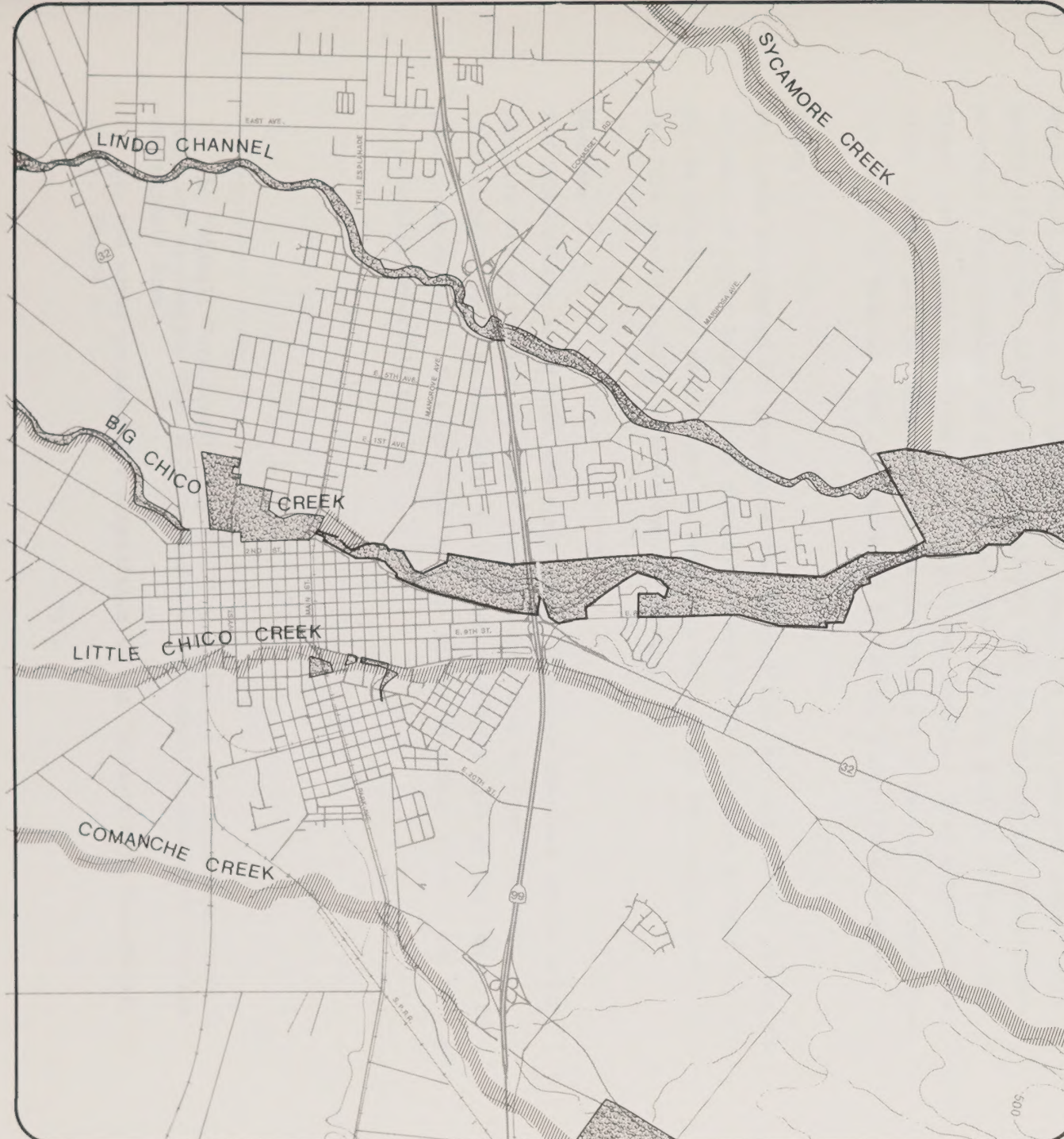


CREEKSIDE GREENWAYS: DESIGN PROTOTYPE

FIGURE 1.1

CREEKSIDE LAND OWNERSHIP

- PRIVATE
- PUBLIC
- BIDWELL PARK



CITY OF
CHICO,
CALIFORNIA

GENERAL
PLAN
PROGRAM
1973 - 1976



FEET 0 1000 2000
METERS 0 240 480



DUNCAN & JONES

POLICY

ENSURE THAT DEVELOPMENT AND RENOVATION WITHIN BIDWELL PARK DOES NOT INTERFERE WITH THE BASIC NATURAL SETTINGS CONTAINED IN THE PARK AND THAT THESE DEVELOPMENTS ARE NOT PERMITTED UNLESS AN ENVIRONMENTAL BENEFIT TO THE PARK CLEARLY RESULTS AND THAT THE PARK IS PROTECTED FROM INCOMPATIBLE DEVELOPMENTS NEARBY.

RECOMMENDATIONS

Bidwell Park serves the community both as a recreational outlet and as an area where local residents can satisfy their needs for solitude and contact with unspoiled nature. As more and more people move to the area and development proceeds, the pressures on the park increase, and the quality of the recreational and natural experiences in the park may decline. Firm action by the City, County, and the Chico Area Recreation District is needed to ensure that the values of Bidwell Park are protected for future generations to enjoy.¹

Zoning

All lands designated for grazing on the General Plan Map and located within the viewshed of upper Bidwell Park should be zoned A-160 (160-acre minimum lot size) by the County. Any development in this area which might be visible from within the Park should require an environmental review.

Purchase

The A-160 zoning along with the constraints of sewage disposal should afford adequate protection for the upper Park for some time to come. However, ultimately it would be desirable to open the southeast side of the canyon to public use as well. This can best be done if the southeast side of the canyon is in public ownership too.²

1. The "Bidwell Park Feasibility Study" prepared by the State Department of Parks and Recreation (May 1974) outlines a comprehensive management program for Bidwell Park.

2. See the areas proposed for acquisition in the "Bidwell Park Feasibility Study," Figure 1.

Purchase of the land is the most direct means of ensuring public ownership, and the feasibility of this should be investigated. While purchase, at least in part, will probably be necessary, the potential for donations in exchange for tax advantages should also be pursued.

POLICY

PROTECT AND ENHANCE THE NATURAL ENVIRONMENTAL, AESTHETIC AND RECREATIONAL VALUES OF BIG CHICO CREEK, LITTLE CHICO CREEK, COMANCHE CREEK, LINDO CHANNEL, AND SYCAMORE CHANNEL FROM DESTRUCTION AND ENCROACHMENT.

RECOMMENDATIONS

Never again will the City of Chico enjoy such an extraordinary opportunity to preserve its beautiful streams from destruction and urban encroachment. The banks of the streams not presently under public ownership tend either to be undeveloped or developed by very old structures of relatively low value. By seizing the moment, it should be possible for the City to preserve these resources for future generations to enjoy.

Zoning

The first step in the preservation process should be for the City and the County to create and apply a new Creekside Greenways (CG) overlay zoning classification. This new zoning classification should include the following provisions: a) urban structures and facilities such as houses, commercial and industrial buildings, and parking lots should be prohibited; b) filling of any type should be prohibited; c) the obstruction of stream flow by manmade facilities should be prohibited; and d) the destruction of riparian vegetation should be prohibited except on a controlled (by permit) basis with subsequent replacement programs.

The lands along each creek should be evaluated in detail to determine the appropriate width of this overlay zone but, in general, it should be continuous and at least 100 feet on both sides of the centerline of the creek, unless a lesser distance is necessary due to unusual circumstances.

Where these streams flow through or border large parcels of land which are designated for urban development on the General Plan Map, one of the conditions of development approval should be the dedication of the corridor within the Creekside Greenway zone. In the agricultural lands not shown for development on the Plan map, the CG overlay zone should be sufficient to protect the stream, although it will not permit the public to have direct access and use of the land.

Purchase

In those instances where the application of the CG overlay zone does not permit a landowner a "reasonable" use of his property, i.e., those instances where there is little remaining land outside the overlay zone, the entire property may have to be purchased. This situation is most likely to occur along those portions of Little Chico Creek between the freeway and Pomona Avenue and east of the freeway on the parcels lying between Humboldt Road and the creek.

C. SEISMIC SAFETY

A seismic hazard is a potential or existing source of seismically-induced danger for injury or damage to man and/or property. Seismic hazards take a number of different forms, including surface rupture, ground shaking, ground failure, and seismically-induced flooding.¹ An evaluation of existing seismic hazards as they affect land use allocations in the planning process requires a substantial amount of basic geologic and seismic data and their interpretation. However, at the present time only a limited amount of seismic data is available for the Chico area, and it is mostly of a very generalized nature.

1. PAST SEISMIC ACTIVITY

Other than the recent Oroville earthquake, the Chico area does not have a history of severe seismic activity. Although ground shaking resulting from earthquake epicenters outside the immediate area has been felt many times in the past in

1. Seismically-induced flooding is not a factor in the Chico area because there are no reservoirs, levees, or other sources of potential flood waters.

in Chico, there is no historical evidence of any significant damage having occurred. Moreover, there is no evidence of any faults (either active or inactive) in the Chico area, and there is no record of surface rupture occurring.

The earthquake of February 8, 1940, was probably the strongest to hit Chico in recorded earthquake history. The epicenter originated in the vicinity of Reno, Nevada, and was felt over an area of about 28,000 square miles. In Chico, the recorded intensity was VI on the Modified Mercalli Scale (between 4 and 5 magnitude on the Richter Scale) and local effects were confined largely to the breaking of chimneys and large windows, the rushing of people into the streets in the downtown area, the moving of heavy furniture, and the slight shaking of trees and bushes.¹

Other earthquakes originating in the vicinity of Susanville - less than 100 miles from Chico - have occurred in the past which were felt in Chico, but none seem to have caused any serious damage in the City.² An "Earthquake Intensity Data Map of the United States"³ indicates that although numerous earthquakes have occurred in the past in the Chico area, the greatest intensity recorded was VII on the Modified Mercalli Scale (5 magnitude on the Richter Scale), which is an intensity of limited damaging potential. (See Table 1.1 for Modified Mercalli Scale.)

2. EXISTING SEISMIC HAZARDS

a. Ground Shaking

Although intensity VII on the Modified Mercalli Scale is the strongest shaking experienced in the past earthquake history in the Chico area, the occurrence

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1. United States Earthquakes, 1940, U.S. Coast and Geodetic Survey.
 2. Earthquake History of the United States, Publication 41-1, Rev. Ed., 1970, U.S. Department of Commerce.
 3. Liu and Fagel, "Earthquake Environment for Physical Design: A Statistical Analysis," The Bell System Technical Journal, Vol. 51, No. 9, November 1971.

Table 1.1

MODIFIED MERCALLI INTENSITY SCALE (1931)

- I. Not felt except by a very few under especially favorable circumstances.
- II. Felt only by a few persons at rest, especially on upper floors of buildings. Delicately suspended objects may swing.
- III. Felt quite noticeably indoors, especially on upper floors of buildings, but many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibration like passing of truck. Duration estimated.
- IV. During the day felt indoors by many, outdoors by few. At night some awakened. Dishes, windows, doors disturbed; walls make cracking sound. Sensation like heavy truck striking building. Standing motor cars rock noticeably.
- V. Felt by nearly everyone; many awakened. Some dishes, windows, etc., broken; a few instances of cracked plaster; unstable objects overturned. Disturbance of trees, poles, and other tall objects sometimes noticed. Pendulum clocks may stop.
- VI. Felt by all, many frightened and run outdoors. Some heavy furniture moved; a few instances of fallen plaster or damaged chimneys. Damage slight.
- VII. Everybody runs outdoors. Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable in poorly built or badly designed structures; some chimneys broken. Noticed by persons driving motor cars.
- VIII. Damage slight in specially designed structures; considerable in ordinary substantial buildings with partial collapse; great in poorly built structures. Panel walls thrown out of frame structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned. Sand and mud ejected in small amounts. Changes in well water. Disturbs persons driving motor cars.
- IX. Damage considerable in specially designed structures; well designed frame structures thrown out of plumb; great in substantial buildings with partial collapse. Buildings shifted off foundations. Ground cracked conspicuously. Underground pipes broken.
- X. Some well-built wooden structures destroyed; most masonry and frame structures destroyed with their foundations; ground badly cracked. Rails bent. Landslides considerable from river banks and steep slopes. Shifted sand and mud. Water splashed (sloped) over banks.
- XI. Few, if any (masonry) structures remain standing. Bridges destroyed. Broad fissures in ground. Underground pipe lines completely out of service. Earth slumps and land slips in soft ground. Rails bent greatly.
- XII. Damage total. Waves seen on ground surfaces. Lines of sight and level distorted. Objects thrown upward into the air.

of greater intensity earthquakes in the future is a distinct possibility. In their recent regional studies in northeastern California, Guyton and Scheel¹ make a case for VIII (Modified Mercalli) as the maximum intensity earthquake to be planned for. (See Appendix B for a discussion of Guyton and Scheel's rationale.) On the other hand, a statistical estimation of earthquake Richter magnitude as a function of estimated return period for California by Liu and Fagel² indicates that almost all of California - including the Chico area - can expect to experience an earthquake of magnitude 8 on the Richter Scale (approximately XI on the Modified Mercalli Scale) once every forty years. Other studies³ have suggested maximum intensities of VI and VII on the Modified Mercalli Scale as reasonable estimations.

In general, ground shaking hazards are most likely to occur in areas underlain by loose, water-saturated incompetent materials. Such materials - alluvial soils - underlie almost all of the presently urbanized Chico area, and in the event of a strong earthquake in the future, the potential may exist for serious damage to those structures insufficiently reinforced to withstand strong lateral forces. However, the data necessary to evaluate the various factors affecting local ground shaking and its effect on structures are not available for the Chico area. Such data includes: 1) the estimation of earthquake magnitude and duration; 2) the distance from fault activity and earthquake origin; 3) local subsurface conditions; 4) structure type and design; and 5) type of construction materials used.

b. Ground Failure

Ground failure is unlikely to occur unless there is strong ground shaking (intensity VIII or stronger); in such a case the potential for certain kinds of ground failure may exist including liquefaction, lateral spreading and earth lurching, and differential settlement. The occurrence of seismically-triggered

1. J.W. Guyton and A.L. Scheel, "Earthquake Hazard in Northeast California," Regional Programs Monograph #1, California State University at Chico, July 15, 1974, pp. 26-28.

2. Liu and Fagel, op. cit.

3. The following studies have attempted to prepare maps which express the maximum intensity of earthquakes to be expected in various parts of California: C.F. Richter, m. 1959, Seismic Regionalization, Bull. Seis. Soc. Amer., vol. 49, pp. 123-62. S.T. Algermissen, 1969. Seismic Risk Studies in the U.S.; Fourth World Conference on Earthquake Engineering, vol. I, p. 26. J.T. Alfors, 1973. Urban Geology, Bull. 198, California Division of Mines and Geology.

landsliding is very unlikely in the Chico urban area because of the flat topography of the valley and the geologic composition of the foothills. A brief description of the kinds of ground failure that could occur as a result of strong ground shaking in the future are given below:

- liquefaction -- The loss of strength in water-saturated, cohesionless soil. It is dependent on the depth of the water table; depth of sand, gravel, or silt deposits that may be present; presence of a free face toward which the soil would flow; and the maximum probable severity of ground shaking.
- lateral spreading and earth lurching -- The movement and cracking of soils in areas susceptible to liquefaction, particularly in soft, saturated clays and along stream banks or embankments.
- differential settlement -- The non-uniform compaction of loose- to medium-density granular soils, particularly in areas underlain by sand and fill areas over former sloughs and streams.

The general lack of available geo-seismic data precludes a detailed evaluation of potential ground failure hazards in the Chico area. A review of the history of seismic events in the area does not indicate any documented instance of ground failure. However, the presence of localized areas underlain by unconsolidated granular deposits with a high water table that could liquefy during strong ground shaking is a distinct possibility, particularly along the lower reaches of major creeks and sloughs.

3. ACCEPTABLE RISK

The determination of acceptable risk is applicable both to future planning decisions in the Chico area and to the evaluation of risks associated with existing buildings and land uses. High risks in existing structures may be lowered to a level of acceptable risk by means of physical alteration (a structural hazards abatement program), relocation and/or demolition, or by a change in use (from high to low occupancy, or from involuntary to voluntary occupancy). High seismic risk for future land uses can best be minimized by

requiring adequate site studies prior to City approval of major development proposals (particularly those in Land Use Groups 1 through 4 on Table 1.2), and by strictly regulating development along streams.

There are two major aspects of determining the level of acceptable risk. The first involves physical factors, both natural and structural. The physical concerns relating to the degree of hazard include the hazard's potential severity, its frequency of occurrence, and its geographic extent, as well as the response of the affected structures to the hazardous event. The second aspect of determining levels of acceptable risk involves the type of activity or land use which is exposed to the hazard. Chico should insist on lower levels of risk for critical land uses such as: a) structures in which a failure would be catastrophic, resulting in considerable loss of life and property damage; b) structures for emergency services and major public utilities, and transportation facilities which would be vital during disasters; c) structures and land uses which entail involuntary risk; and, d) structures with high occupancy.

Table 1.2 summarizes the level of acceptable risk appropriate for various specific land uses and structural types.

POLICY

MINIMIZE THE PUBLIC EXPOSURE TO THE RISK OF INJURY AND PROPERTY DAMAGE FROM SEISMIC HAZARDS.

RECOMMENDATIONS

Seismic Investigations

Because so little seismic data is available for the Chico area, the City should adopt a cautious attitude toward major new development proposals involving land uses in Land Use Groups 1 through 4 on Table 1.2 . The following studies should be carried out prior to approval of any of these land uses:

- a. detailed ground motion analysis, including:
 - selection of earthquake characteristics representative of the maximum credible earthquakes;

Table 1.2

ACCEPTABLE RISK RELATED TO VARIOUS LAND USES

Land uses and structural types are arranged below according to the level of acceptable risk appropriate to each group; i.e., the lowest level of acceptable risk should be allowed for Group 1 and the highest level of acceptable risk for Group 7.

Level of Acceptable Risk	Land Use Groups
Extremely Low	Group 1: Vulnerable structures, the failure of which might be catastrophic, such as nuclear reactors, large dams, and plants manufacturing or storing explosives or toxic materials. Group 2: Vital public utility facilities, such as electric transmission interties (500 KV), network ties (230 KV), and substations, regional water supply distribution facilities, such as aqueducts and valley pipelines, treatment plants and pump stations; and gas transmission mains.
Low	Group 3: Major communication and transportation facilities, such as airports, telephone lines and terminals, bridges, tunnels, freeways and overpasses, and evacuation routes. Emergency facilities, such as hospitals, fire and police stations, ambulance services, and post-earthquake aid stations. Group 4: Involuntary occupancy facilities, such as convalescent and nursing homes, schools, and prisons. High occupancy buildings, such as theaters, arenas, large office buildings and hotels, and large apartment buildings or complexes.
Moderately Low	Group 5: Public utility facilities, such as metropolitan feeder electric transmission routes (60 and 115 KV), water supply turnout lines, and sewage lines. Buildings which are of major importance to the local economy.
Ordinary Risk Level	Group 6: Minor transportation facilities, such as arterials and parkways. Low to moderate occupancy buildings, such as single-family residences, small apartment buildings, motels, and small commercial/office/professional light industrial buildings. Group 7: Very low occupancy buildings such as warehouses, storage areas, and farm structures. Open space and recreation areas, farm lands, sanitary land fills, and wildlife areas.

Note: This table is based in part upon the State Joint Committee on Seismic Safety's "Scale of Acceptable Risk."

- determination of geologic and subsurface characteristics of the site;
 - calculation of maximum ground surface accelerations and associated fundamental periods when excited by the selected design earthquakes;
- b. soils investigations, including an evaluation of the potential for liquefaction-related ground failure.

The Public Works Department should maintain copies of all soils engineering and geologic investigations conducted within the Chico area by or for public or private entities. As a data base is gradually developed, including studies currently being carried out by PG&E, it should be analyzed by a geologic engineer for possible land use and structural implications, and appropriate changes should be made in the City's plans and ordinances.

Structural Design

The City should continually modify, update, and revise as necessary the Chico Building Code to incorporate the most recent edition of the Uniform Building Code and the Recommended Lateral Force Requirements and Commentary prepared by the Structural Engineers Association of California. Moreover, consideration should be given to adopting the "importance factors" proposed by the Seismology Committee of the International Conference of Building Officials. The "importance factors" should specify higher lateral force design coefficients for essential buildings (such as hospitals, fire and police stations, municipal governmental disaster operation centers, and communication centers necessary for emergency relief operations) and assembly buildings with high occupancies, as follows:

- a. essential facilities = importance factor of 1.5;
- b. buildings with assembly use for more than 300 persons = importance factor of 1.25;
- c. all others = importance factor of 1.0.

In effect, the lateral load design forces of the Uniform Building Code, 1973 edition, would be increased by 50 percent for essential facilities and 25 percent for large assembly buildings.

The objective should be to ensure that all buildings be able to: a) resist minor earthquakes without damage; b) resist moderate earthquakes without structural damage, but allowing some non-structural damage; c) resist major earthquakes, of the severity of the strongest earthquake which could be expected in the Chico area, without collapse, but allowing some structural and non-structural damage.

Structural Hazards Abatement Program

In developed portions of the Chico area, the most appropriate means of reducing seismic risks would be the elimination, renovation, or change in use of structures likely to sustain substantial damage, become non-functional, or pose a threat to the public safety and welfare during a major earthquake. At the present time, detailed information on the soundness of individual structures in the Chico area in response to a major earthquake is not available. General information indicates the existence of a significant number of old wood frame residential structures and older masonry commercial structures. These structures are unlikely to be sufficiently reinforced to resist the strong lateral forces of a major earthquake and thus may represent a significant potential hazard. It is recommended that a trained building inspector carry out an initial survey, focusing primarily in the downtown area, to determine more precisely the extent of structural hazards which exist in the community. Once the magnitude of the problem is known, a structural hazards abatement program could be devised which is geared to minimizing public exposure to hazardous conditions, while recognizing the need to minimize adverse impacts on the continued viability of the downtown area as well as individual businesses. (See Appendix C for a description of an approach to carrying out a structural hazards abatement program).

D. FIRE HAZARDS

To mitigate the potential danger communities face from fires, the state now requires local governments to examine this problem in their general plans.

1. EXISTING FIRE HAZARDS

Although the potential for a major fire is probably greatest in the foothills due to the accumulation of fuel and the steep slopes which allow fire to spread

more quickly, the most serious risks to the City are the grasslands to the northeast and east, untended vacant lots, mobile home parks with inadequate fire breaks, and the wooded areas of Bidwell Park, especially during the dry summer months. In addition, the Southern Pacific Pipelines fuel storage facilities, with 33 tanks and a 400,000-barrel capacity, represent a concentration of highly flammable gasoline and diesel fuel with a potentially severe impact on adjacent land uses in the event of an accident.

2. EXISTING SAFEGUARDS

The City of Chico currently has one of the best fire ratings possible. The City presently holds a "Class III" rating from the Insurance Services Office, a subsidiary of the American Insurance Association. "Class III" indicates very adequate fire protection, on a scale of one (highly protected) to ten (unprotected). Based on factors of fire flow, water supply, fire department capability, fire safety, and fire service communication, no city in the United States maintains a "Class I" rating and only a limited number of urban areas merit a "Class II". Because of their high rating, Chicoans pay a relatively low fire insurance premium.

Six fire stations in the Chico area provide coverage within 3.0 miles of almost all homes. Fire protection is provided by the Chico Fire Department with three stations¹, and the State of California Division of Forestry, contracted by Butte County, with three stations in the Chico area plus the air attack and reloading facility at Chico Municipal Airport. The City maintains mutual aid pacts for fire service with the County as well as with neighboring cities.

Water supply for extraordinary situations such as fire-fighting, as well as routine supply, is fully adequate under normal circumstances and is expected to be adequate in emergency situations. California Water Service Company operates 48 wells in the Chico area, of which eleven are equipped with auxiliary pumps. These emergency pumps can provide 15-20 million gallons per day, so that in the event of a power shortage in the area, about half of the peak summer day demand, 39.59 million gallons, can still be supplied. Although there are

1. A new station will replace the existing facility at the airport.

three connected storage tanks located within the City area (and one more at California Park yet to be connected), over 95 percent of Chico's water supply is pumped directly from the wells to the consumers. Therefore, normal water service would not be interrupted significantly even if all the storage tanks were out of operation.¹

Although the creeks and the freeway act as barriers to the flow of traffic in the Chico urban area, there are a sufficient number of major routes and minor alternative routes to permit easy evacuation. The freeway, the Skyway, and Highway 32 constitute the major inter-City evacuation routes. Other important routes out of the urban area are the Midway, Cohasset, Chico River, and Dayton Roads. For the neighborhood east of Cohasset Road and north of Lindo Channel, access across the channel occurs only at East Fifth Avenue and Manzanita, and Longfellow and Manzanita Avenues; the connection between Marigold Avenue and Madrone Street, as depicted on the General Plan Map, will provide an additional linkage.

Chico's two hospitals serve not only the Chico area, but act as referral centers for medical emergencies from the remainder of Butte County and from portions of Glenn, Tehama, and Plumas Counties.² The Health Services and Facilities Plan cites adequate emergency medical service, but a lack of public education programs and inadequate emergency communications between the hospitals and field personnel. Currently, emergency medical communications between the hospitals and ambulance services utilize the County Sheriff's radio frequencies, a less than optimal situation in the event of disaster, since the Sheriff's Department has priority use rights.

In the event of catastrophe, disaster operations in the City are coordinated by the Fire Chief and the City Manager, and by the County Civil Defense Coordinator and Board of Supervisors at the County level, depending on the nature of the catastrophe, and the area and municipal departments affected. The City of Chico maintains no formal disaster plan, relying instead on the County emergency services plan.

1. Information on California Water Service Company obtained in an interview with David Henninger, Assistant Chief Engineer.

2. Health Services and Facilities Plan, Superior California Comprehensive Health Planning Association, January 1974, p. 149.

POLICY

MINIMIZE THE PUBLIC EXPOSURE TO THE RISK OF INJURY AND PROPERTY DAMAGE FROM FIRE.

RECOMMENDATIONS

Equipment and Facilities

Evaluate the future need for a fire station east of the freeway to serve the potentially large population, and request State assistance in obtaining an aerial ladder truck to handle fire evacuations in multi-story buildings on the CSUC campus.

Development Standards

Enforce subdivision standards regarding maximum cul-de-sac lengths and turning diameters, and adopt stringent fire break regulations for mobile homes and mobile home parks. Adopt the Performance Standards (see Appendix E) as recommended in Chapter III for new heavy commercial and industrial development to ensure that problems associated with flammable fuels and explosives are adequately considered at the time of development review.

Emergency Information and Communications

Prepare an emergency services plan, consistent with the plans of Butte County and the State, to delineate clear lines of authority and available resources in the event of a disaster. Cooperate in the development of a County or multi-county emergency communications system between medical services and field liaison, and institute emergency medical care public education programs, in coordination with the Chico Unified School District, California State University at Chico, and the County Civil Defense Office.

II. HOUSING AND THE RESIDENTIAL ENVIRONMENT

Concerns in Chico related to housing focus on two main areas. The first is the adequacy and the condition of the existing housing stock: on both counts the existing housing supply fails to meet the requirements of those who in most communities find themselves unsatisfactorily housed: low-income families and the elderly on fixed incomes. Aggravating this usual condition is the housing squeeze resulting from the large number of college and university students who are not provided sufficient housing on their campuses.

In addition to the problem of low-income persons and students, there is an increasing number of moderate and middle income families who are unable to obtain their desired housing for reasons that prevail throughout the country. The result of national and local forces on Chico's housing supply and demand is to create an imperative need for the community to protect and improve its existing housing supply, much of which is relatively substandard, and to accommodate types of housing which have not played a large role in Chico's past, namely, multi-family dwellings units and mobile homes. Furthermore, in order to assure that the housing squeeze does not become worse, the City must take immediate action to encourage the development of all the necessary varieties of student housing in the student-oriented neighborhoods. With the introduction of new types of dwelling units into the older single-family neighborhoods lies the possibility of disrupting one of Chico's admirable qualities, its fine neighborhoods. To protect against this, the City must assume a firm role in ensuring that the architectural design of new development will not spoil, but rather will enhance the charm of its residential neighborhoods.

Aspects of housing supply and demand that are most relevant to forging housing policy in the Chico area are presented below, along with policies and recommendations for the City to pursue in setting a course of action that will ameliorate substandard housing conditions and improve the residential environment.

A. HOUSING PROBLEMS

The provision of adequate shelter for all of its residents is becoming more and more a responsibility of local government. In order to assest Chico in meeting its responsibilities, the General Plan analyzes the community's housing problems and recommends action programs to deal with those problems. The analyses cover three different aspects of the housing problem: the condition of the existing housing stock; the groups of residents who have the greatest housing problems; and problems associated with new housing developments.

1. CONDITIONS OF THE EXISTING HOUSING STOCK

The deterioration of housing in a number of Chico residential neighborhoods is a problem that involves about 30 percent of the total dwelling units in the City (1970). Of 6,290 dwelling units in the City, 1,964 were considered substandard in condition, according to a City-conducted windshield survey of all housing.¹ Of the substandard dwelling units, 71 percent (1,399) appeared to need minor repairs to bring the units up to the standards of the City's building and housing codes, such as removing or rehabilitating accessory buildings, clearing junk and debris from yards, and painting the exterior. These were termed "minor correctable" dwelling units. Another 25 percent (489) of the substandard dwelling units were considered in need of major repairs to bring the units up to code, such as installing fire exits and rewiring. These were called "major correctable" dwelling units. Only 4 percent (76) were considered so deteriorated that a prudent investor would decide to demolish the structure and build another rather than undertake the expense of the improvements. These were labelled "major uncorrectable" dwelling units.

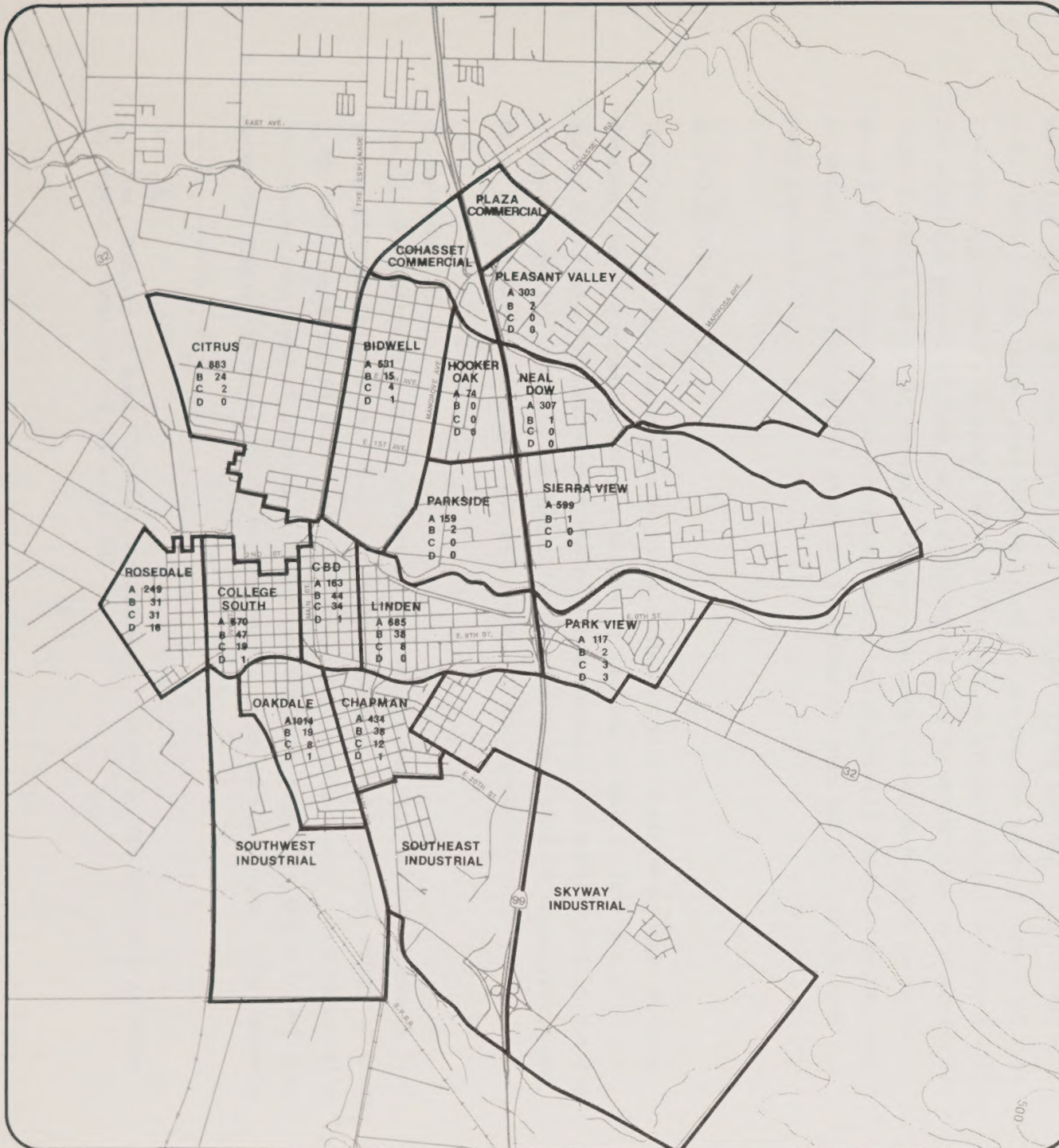
Characteristic of Chico's dilapidated housing is the concentration of the worst housing in the neighborhoods south of Big Chico Creek and west of the freeway.

1. "The Chico Neighborhood Analysis," John Hoole, City Planner, December 1970. Note: U.S. Bureau of the Census estimates of dilapidated dwelling units from the 1970 Census of Housing in Chico seem to be in line with the data of the City's survey. The Bureau of the Census estimated that, in 1970, 154 dwelling units in the City of Chico were dilapidated with all plumbing facilities, up from 105 estimated in 1960. It is difficult to draw more conclusions from these data, since they do not account for dilapidated dwelling units with incomplete plumbing facilities or deteriorated dwelling units. Source: U.S. Bureau of the Census, Volume VI, unpublished tabulations.

SUBSTANDARD DWELLING UNITS

SEE TEXT FOR FURTHER DEFINITION

- A TOTAL STRUCTURES
- B % MINOR CORRECTABLE
- C % MAJOR CORRECTABLE
- D % MAJOR UNCORRECTABLE



SOURCE: THE CHICO NEIGHBORHOOD ANALYSIS;
DECEMBER, 1970.

CITY OF
CHICO,
CALIFORNIA

GENERAL
PLAN
PROGRAM
1973 - 1976



FEET 0 1000 2000
METERS 0 240 480

 DUNCAN & JONES

These neighborhoods, the City's oldest, have become the homes for a substantial number of renters. In the Rosedale and College South neighborhoods a majority of the properties are rented, and in the Chapman, Linden, Citrus, and Oakdale neighborhoods, over 35 percent of the properties are rented.¹ The combination of the dilapidated housing and the high rate of rental tenures has resulted in little incentive among owners to make improvements in the housing conditions.

Recognizing this trend, the City of Chico has initiated a systematic housing code enforcement program to tackle the most ameliorable conditions. The program's first target area is located immediately south of the CSUC campus and contains 18 blocks. All multi-family dwelling units in the target area are being inspected systematically for their compliance with the City's Code (1958) and the Uniform Housing Code (1970). The target area was selected for having the largest number of substandard multi-family dwelling units that could be brought up to compliance within the shortest period of time, and for being an area in which there is a demand for these housing units. At present, though, the code enforcement program is not geared toward arresting the deterioration of single-family dwelling units, rented or owned, which also exhibit signs of dilapidation (see Map 3, "Substandard Dwelling Units").

2. HOUSING NEEDS

There are four distinct groups of Chico residents with their own unique housing demands that the existing housing supply is failing to meet. They are the low-income families, the senior citizens on fixed incomes, the college and university students, and the moderate and middle income families. Each of these groups and their particular housing problems and needs are discussed below.

a. Students

Over 13,000 California State University and Butte Community College students live in the greater Chico area. Conservatively estimated, the students occupy at least 3,000 dwelling units in the Chico area other than school-provided residence halls.² The predominant type of housing in which the students reside is the single-family bungalow, typically found in the neighborhoods south of the campus. The students

1. Ibid.

2. See "Summary of Basic Studies and Analyses," prepared for the City of Chico by DUNCAN & JONES, April 1974, p. III-7.

live three or four together, paying between \$50 and \$70 each per month for a bungalow renting for \$200 to \$250 per month. Although students prefer the old bungalows, an increasing number are finding residences in new apartments constructed particularly for the student housing market. In addition, some fifty students live in mobile homes and travel trailers in the older trailer parks in Chico. By 1980 about 1,100 more dwelling units will be needed by students, not including the additional housing that CSUC is contemplating constructing, and any housing that the new administration and faculty of the two schools will require. Some 600 of the 1,100 units probably will be accounted for by multi-family dwelling units presently under construction, leaving 500 more to be constructed by the private sector and/or converted from use by other Chico groups.

b. Low-Income Families

Most of the Chico's low-income families do not live in the 100 duplexes or the approximately 150 leased housing units operated by the Butte County Housing Authority. These units also do not serve low-income renters such as the persons competing for housing with students in the southeastern neighborhoods, particularly Oakdale, Chapman, and Rosedale.¹ More than any other housing group, these persons feel the pressure from students who, as a group of three or four individuals, can pay more for the same housing that the low-income families can afford. Forced out of their housing by student living groups, the low-income families have been obliged to find housing elsewhere, often at a higher cost. Although conclusive data on the number of low-income families paying a disproportionately large share for housing (over 25 percent of their net personal income) is not available, 1970 census data on the annual income of families and the cost of housing provides some indication that as many as 1,000 families may be spending more than they can afford.² The Butte County Housing Authority's waiting list for low-income family housing is a confirmation of this ballpark figure: over 700 families are awaiting placement in Authority-operated dwelling units.³

1. "Report of the Chico Housing Task Force," August 1972.

2. U.S. Bureau of the Census, 1970 Census of Housing. In the Chico urban area (City of Chico, Chico North, and Chico West "urban places"), there were about 3,000 families and individuals other than college and university students earning less than \$4,000 annually, competing for about 1,750 dwelling units valued under \$10,000 or costing less than \$80 per month to rent (equivalent to 25 percent of a \$4,000 net income). Of the 1,250 whose housing was valued or cost more, it is assumed that half live on small fixed incomes in their own homes, and the rest are low-income families.

3. Butte County Housing Authority, Personal Conversation, August 29, 1974.

c. Senior Citizens on Fixed Incomes

Many of Chico's senior citizens live on fixed incomes and own their own home in older neighborhoods of the City. As owners they experience different pressures from the students seeking housing than do the low-income families that rent housing. The students, who are becoming a larger segment of the population of the neighborhoods in which elderly people have been living, are the agents for change in the character of the neighborhood, and are transient and sometimes noisy residents. Much of the senior citizens' housing is substandard in condition. As owners, the elderly are more likely to be interested than renters are in caring for and improving their homes but, living on fixed incomes in inflationary times, they may not have the necessary income to make needed repairs and improvements. Furthermore, many of them who might otherwise undertake the work are too old and not capable of performing the tasks themselves.

Many of the elderly, even if they wanted to, could not afford to sell their homes and move to other residences; therefore they have no alternative except to live in their substandard homes. For those who do want to live elsewhere, limited possibilities remain. Mobile home parks designed to appeal to senior citizens provide homes for those who can afford to purchase a mobile home. For renters there are no special dwelling units; they compete with other housing groups for the available rental units. For the poorest, the Butte County Housing Authority operates 100 dwelling units in the federally-assisted housing program in the Chico area. These are not exclusively reserved for elderly low-income persons, although an application has been filed with the federal Department of Housing and Urban Development (HUD) for funds to construct units exclusively for the elderly. Nearly 200 applications have been filed with the Butte County Housing Authority by elderly low-income persons for low-rent housing units when these units become available.

d. Moderate and Middle-Income Families

For the moderate and middle-income families, the hope of one day owning a single-family home is dimming. The typical family of three, earning less than \$12,000 annually, is unlikely to find a single-family home at a reasonable price, given the scarcity and expense of financing available for housing today. Three-bedroom, one-bathroom single-family homes on standard City lots (6,500 square feet) are selling for \$27,000 in Chico, requiring an annual income of over \$15,000 to meet the monthly mortgage payments, as well as the other usual homeowner expenses.

To pay more means paying a disproportionate share of their income.¹ To buy the usual three-bedroom, two-bathroom house in Chico, which is selling for \$35,000, requires an annual income of more than \$20,000 for the typical family. In addition to the high cost of purchase resulting from double-digit interest rates of today and the large down payments required, a family also faces the difficulty of finding a lending institution that will make a loan. All these conditions make it very difficult for moderate and middle-income families to purchase single-family housing throughout the nation, as well as in Chico.

One result is that families eager to own their own homes must consider mobile homes. A family willing to live in a two-bedroom, one-bathroom mobile home, which sells for \$12,000, can finance the purchase through a dealer at a slightly lower interest rate than they could borrow money from a savings and loan to purchase a conventional home at this time. However, these loans are usually a maximum of 15 years in length, and frequently of shorter duration. Because of the lower cost of the unit and the lower interest rates, such dwelling units are well within the reach of a typical family earning \$12,000.

For the moderate income family which can afford a \$60 per month mortgage and a \$60 space rental (i.e., with an annual income of \$8,000), a used mobile home costing \$6,000 (five years old, two bedrooms, one bathroom) may be the only home ownership alternative available. Mobile homes clearly have a role to play in housing moderate as well as middle-income families today, and should be recognized as such. (See Tables 2.1, "Relative Costs of Purchasing Housing in Chico," and 2.2, "Relative Ability to Purchase Housing in Chico.")

3. NEW HOUSING PROBLEMS

a. New Housing Needs

Multi-family dwelling units and mobile homes apparently are going to play a larger role in housing Chico's population during the next twenty years than they have in the past. This conclusion seems especially clear for the immediate future, as the ability to purchase single-family housing soars out of the reach of a large proportion of Chico's families. Over the long term, when it may be

1. The rule of thumb used by home lending institutions is that "take home" pay should equal 4.5 times the mortgage payment for a conventional home.

Table 2.1 RELATIVE COSTS OF PURCHASING HOUSING IN CHICO

	Conventional Single-Family		Mobile Home	
	\$35,000 (new)	\$27,000 (new)	\$12,000 (new)	\$6,000 (used)
<u>Initial Costs:</u>				
Down Payment	\$ 7,000	\$ 5,400	\$ 2,400	\$1,200
Closing Costs	\$ 1,210	\$ 930	--	--
Sales Tax, Transport, and Miscellaneous Fees	--	--	\$ 840	\$ 370
	<u>\$ 8,210</u>	<u>\$ 6,330</u>	<u>\$ 3,240</u>	<u>\$1,570</u>
<u>Typical Monthly Payments:</u>				
Principal and Interest	\$246	\$190	\$ 98	\$ 59
Taxes	\$ 65	\$ 47	\$ 14	\$ 7
Insurance	\$ 13	\$ 11	\$ 6	\$ 5
Pad Rental	--	--	\$ 60	\$ 60
	<u>\$324</u>	<u>\$248</u>	<u>\$178</u>	<u>\$131</u>

Notes: Interest assuming 10% for conventional housing, 9% for new mobile homes, and 8% for used mobile homes. Length of mortgage assuming 30 years for conventional homes, 15 years for new mobile homes, and 10 years for used mobile homes. Tax calculations for conventional homes are based on (1974-75) \$11.185 per \$100 of assessed valuation with a \$1,750 homeowner's exemption, and are assumed to remain constant. Taxes on mobile homes represent monthly averages over a 5-year depreciation period. Appreciating value of conventional homes and depreciating value of mobile homes are excluded from calculations, except in determining mobile home tax.

reasonable to expect that the cost of financing a new home will return to the levels of five years ago, other forces are expected to have some effect. The desirability of not relying on the ownership of a car, especially a second car, for transportation will make living in outlying subdivisions less appealing. Some areas, which are more costly to develop due to their physical characteristics or land values, will become more attractive as agricultural land is no longer available for residential use. It may be necessary to grant development of higher than conventional single-family densities, such as apartments and mobile home parks, to make the use of these lands economically feasible for development.

Table 2.2. RELATIVE ABILITY TO PURCHASE HOUSING IN CHICO

Annual ¹ Income (less than)	Monthly Income (less than)	Typical ² Monthly Take-Home Pay (less than)	Recommended ³ Mortgage Payment (less than)	Percent of ⁴ Chico Individuals and Families
\$8,000	\$666	\$575	\$125	42.0%
10,000	833	670	149	14.0%
12,000	1,000	834	185	13.0%
15,000	1,250	958	213	14.0%
25,000	2,083	1,505	334	13.0%
more than 25,000	--	--	--	4.0%

Notes: 1. Annual Income Source: U.S. Bureau of the Census, 1970 Census of Population.

2. Monthly take-home pay for couple with one child.

3. Take-home pay equals 4.5 times the mortgage payment.

4. 1970 Census "urban places": City of Chico, Chico North, and Chico West.

Consequently, the regulations governing the development of mobile home parks and multi-family dwellings must be improved.

The trend toward higher density development is apparent from the recent construction of apartments. The development of multi-family housing in several areas of Chico has been rapid and visible. Apartments have dominated new residential construction both in the City of Chico and in the greater Chico area since 1970.

At that time, 70 percent of the dwelling units in the City were single-family homes.¹ Furthermore, the trend toward multi-family dwelling units will continue

1. U.S. Bureau of the Census, 1970 Census of Housing. 4,570 single-family dwelling units out of a total of 6,560 constructed dwelling units in the City of Chico.

to be strong although for somewhat different reasons in the future. Apartment construction recently has been stimulated by the rapid growth of enrollment at California State University at Chico, with the University-related population increasing from an estimated 4,190 persons in 1960 to 14,550 persons in 1973.¹ The CSUC-related population growth is expected to taper off by 1980 at 17,400 and remain constant through 1995. Butte Community College is also contributing to the apartment demand in Chico. In the future other segments of the Chico population will demand multi-family dwellings, too, as the price of single-family homes moves farther out of the range of the average Chico home buyer.

Future residential land use projections for the Chico urban area are based on the assumption that 60 percent of new housing units will be multi-family dwelling units and the remaining 40 percent will be single-family and mobile home dwelling units. These proportions are in line with residential construction experience in Chico during the 1960's, when single-family housing starts represented a smaller proportion of new residential construction at the end of the decade than at the beginning. Table 2.3, "Chico Area Building Permit Data" summarizes this trend. It is not expected that the extraordinarily high rate of multi-family dwelling units construction experienced in Chico from 1970 to 1974 will continue, and the building permit data from the most recent months appears to confirm the likelihood of this expectation.

Based upon the population estimates, between 3,800 and 9,720 new dwelling units are expected to be built in the Chico planning area during the next twenty years. Table 2.4, "Projected Residential Land Use," indicates that at least 2,250 new multi-family dwelling units are likely to be built in the next twenty years, and at least 1,500 single-family and mobile home units will be added, if the low population projection of 9,300 additional residents to the Chico urban area is correct. The addition of 2,250 multi-family dwelling units in the Chico urban area will result in a substantial increase in the proportion of total multi-family to total dwelling units in the Chico urban area:² from 26 percent in 1970 to 36 percent in 1995.

1. DUNCAN & JONES, "Summary of Basic Studies and Analyses," op. cit., Chapter I.

2. U.S. Bureau of the Census, 1970 Census of Housing. The Chico urban area here refers to the City of Chico, Chico North, and Chico West "urban places" which had 7,828 single-family and mobile homes and 2,701 multi-family dwellings.

Table 2.3. CHICO AREA BUILDING PERMIT DATA

		<u>Yearly Average: Dwelling Unit Building Permits Issued</u>		
		<u>1960-64</u>	<u>1965-69</u>	<u>1970-74</u>
CITY OF CHICO:				
Single-Family:	#	92	40	68
	%	(53)	(37)	(19)
Multi-Family:	#	80	68	287
	%	(47)	(63)	(81)
TOTAL:	#	172	108	355
	%	(100)	(100)	(100)
GREATER CHICO AREA:				
Single-Family:	#	--	191	146
	%	--	(46)	(29)
Multi-Family:	#	--	227	361
	%	--	(54)	(71)
TOTAL:	#	--	418	507
	%	--	(100)	(100)

Source: City and County Building Departments. Greater Chico Area equivalent to Chico Census County Division. Data for Greater Chico Area estimated from County Building Department by DUNCAN & JONES and exclude City of Chico data.

If the high population projection is reached, requiring the addition of 5,830 new multi-family dwelling units and 3,890 new single-family and mobile home dwelling units, then the proportion of total multi-family to all urban area residential units will increase from 26 percent to 42 percent.

The land designated for residential use on the General Plan accommodates the anticipated housing increase during the next twenty years (see General Plan Map). There are 2,300 acres appropriate for the location of new single-family

Table 2.4 PROJECTED 1995 RESIDENTIAL LAND USE IN THE CHICO URBAN AREA

	<u>Acres</u>	
Existing Net Acreage: ¹		
Single-Family (including mobile homes) @ 2.9 persons per DU ²		2,264
Multi-Family @ 2.5 persons per DU ²		226
	<u>Low Population Projection: 9,300</u>	<u>High Population Projection: 23,900</u>
Projected 1995 Additional DU's: ³		
Single-Family @ 2.7 persons per DU	1,540	3,890
Multi-Family @ 2.3 persons per DU	2,250	5,830
TOTAL	3,790	9,720
Projected 1995 Additional Net Residential Acreage: ⁴		
Single-Family @ 5 DU per net acre	310	780
Multi-Family @ 20 DU per net acre	112	291
TOTAL	422	1,071

-
- Notes: 1. Existing residential acreage tabulated for Chico Sphere of Influence by DUNCAN & JONES from City of Chico Land Use Survey, 1973.
2. Source: Based on U.S. Bureau of the Census, 1970 Census of Housing. In the City of Chico, persons per owner-occupied DU = 2.9; per renter-occupied DU = 2.5.
3. Assuming 60 percent of new homes are multi-family residential, 40 percent are single-family or mobile homes.
4. DUNCAN & JONES' estimate of future residential density (does not reflect the medium density designations of 12 DU per net acre).
-

dwelling units, predominantly in the East and Northeast Chico areas. These two areas can accommodate approximately 6,800 units, new single-family housing units developed at five dwelling units per gross acre, in addition to the population which can be located in existing and partially vacant neighborhoods.

The areas indicated for new multi-family construction are discussed in several subsections of this chapter, including those dealing with student, low-income,

and elderly housing problems. The areas indicated as High Density Residential on the General Plan Map do not necessarily represent identical multi-family development opportunities. In the south campus neighborhood, for example, the high density designation is intended to reflect the need for some new, higher density dwelling structures, but it should be noted that it is desired to retain a wide mixture of housing units in this area, including older single-family units. Therefore, while the densities permitted on the General Plan Map may be as high as 39 dwelling units per net acre, it is probably more realistic to expect that under the recommended R-3-C zoning (discussed subsequently), the densities will in fact not exceed 20 units per net acre. In the newer neighborhoods near the Cohasset Interchange and in East and Northeast Chico, an intermingling of single-family and multi-family is not recommended and the total acreage indicated may be considered entirely available for high density development.

b. Multi-Family Dwelling Densities and Amenities

The importance of multi-family dwelling units in Chico's future housing stock makes it imperative that the City deal effectively with the specific issues of multi-family densities and amenities, in order to improve the potential of this housing type for longer-term occupancy by families than has been typical in the past. The multi-family dwelling issues call for a consideration of certain conflicts between the character of the new multi-family housing and older residential types. The conflicts of scale and density are central to the appearance of apartments in single-family neighborhoods such as South Campus, Citrus, and Rosedale. Apartment densities, the bulk of the buildings, and the extent of the facades of the new apartments are frequently out of scale with the surrounding homes.

In the South Campus neighborhood where the example is most extreme, single-family homes have been developed at seven to ten dwelling units per net acre. Conversion of the single-family homes to smaller rental units has raised the overall density to about 15 dwelling units per net acre. New apartments, however, have been developed at densities ranging upward to 40 dwelling units per net acre. At higher densities, landscaped front and side yards have been sacrificed also leaving no space for porches, decks, or other usable open spaces which function as the locus of social interaction in the warm months. Too often the required off-street parking has been located between the buildings and the absence of substantial landscaping makes the appearance unnecessarily bleak in a city where home settings traditionally boast shade trees and grassy yards.

c. Mobile Home Park Densities and Amenities

The importance of mobile homes, especially for moderate income families in Chico's future, must be recognized by the City and accommodated adequately in the community. The issues associated with mobile homes include the locations where they will be allowed, and the requirements of densities and amenities that will govern their development. There are currently 750 mobile homes in the Chico urban area located in mobile home parks.¹ The parks have been developed at various densities ranging from 7 to 27 mobile home units per net acre. The roomier parks are able to provide common open space and recreational facilities essential to enjoyable family living. The more crowded ones offer little more than the rental space. In light of the fact that more and more people will be depending on this form of housing to meet their housing needs, the City must review its current regulations to ensure that they are adequate to the task of governing the development of this essential housing type.

POLICY

SUPPORT THE UPGRADING OF CHICO'S SUBSTANDARD HOUSING STOCK, AND ENHANCE THE OPPORTUNITIES FOR RENEWAL OF DETERIORATED STRUCTURES.

RECOMMENDATIONS

The following recommendations are meant to complement the efforts already underway to conserve Chico's housing stock, as represented by the City's implementation of a Housing Code Enforcement Program and its contribution of funds to the Chico Housing Improvement Program (CHIP).

Housing Rehabilitation Program

The City should initiate a program for the rehabilitation of its approximately 2,000 substandard dwelling units. This program should complement the other housing improvement programs underway by focusing on the rehabilitation of housing for those families of low and fixed incomes. The Housing and Community Development Act of 1974 clearly provides the means for such a program. The City's application for a block grant to fund this program has been approved for an area in the College South Neighborhood (see Map 3). In addition, the City

1. "Survey of Mobile Home Parks in the Chico Area," by Warren Nelson, Student Intern in Butte County Planning Office, April 1973.

should establish the function of housing assistance coordinator to administer this program, to coordinate other existing housing assistance programs in the City, and to coordinate other new programs, such as a "lending library" for tools. The coordinator also should demonstrate to City, State, and federal legislators the kinds of housing assistance most appropriate to Chico. This need not be a full-time position, and might be accommodated within the requirements of an existing job classification.

Street Closures

In some of the older neighborhoods in the City, street rights-of-way occupy up to 40 percent of the total land area. The City should convert portions of selected public rights-of-way for use in the redevelopment of parcels in locations where their elimination will not hinder circulation. Upon release by the City, the street right-of-way reverts to the adjacent parcel owners, who would then be able to utilize it. Developers of a typical lot in the South Campus neighborhood, by including a closed street to augment the total lot area for development purposes, could add 33 square feet of additional lot area per foot of lot frontage on the right-of-way. An 8,700-square foot lot with a frontage of 66 feet would increase in area by about 2,200 square feet.

Street closures used in connection with residential development proposals in neighborhoods such as the South Campus can assist the redevelopment of a parcel in the neighborhood, adding more dwelling units than have been removed and removing structures that are beyond reasonable repair.¹ The secondary effect of adding more dwelling units to a neighborhood such as the South Campus will be the reduction of pressure on other neighborhoods and the prime soils to be converted to housing for students. In addition, the street closures will reduce the total amount of street area that the City has to maintain (see Figures 2.1 and 2.2, "Street Closure Examples").

Cooperative Housing

The University and College, perhaps jointly, should participate in aiding students to establish a non-profit corporation for cooperative housing. The cooperative

1. A total of nine residential structures with "major uncorrectable" problems were identified by the City-conducted survey of 1970 in the College South neighborhood.

corporation would undertake to secure long-term leases, and eventually could purchase old housing appropriate for at least, say, eight students. Its board of directors, controlled by students, would establish the rental schedule, and would arrange for meals that could be provided in conjunction with other cooperative housing units. The elected governing boards of each cooperative would assign household work tasks, such as housekeeping and meal preparation, to its residents, and set aside a portion of their rent for the regular maintenance of the units. Under long-term rental arrangements, the cooperative housing might qualify for financial assistance for the structural rehabilitation of the dwelling unit.

POLICY

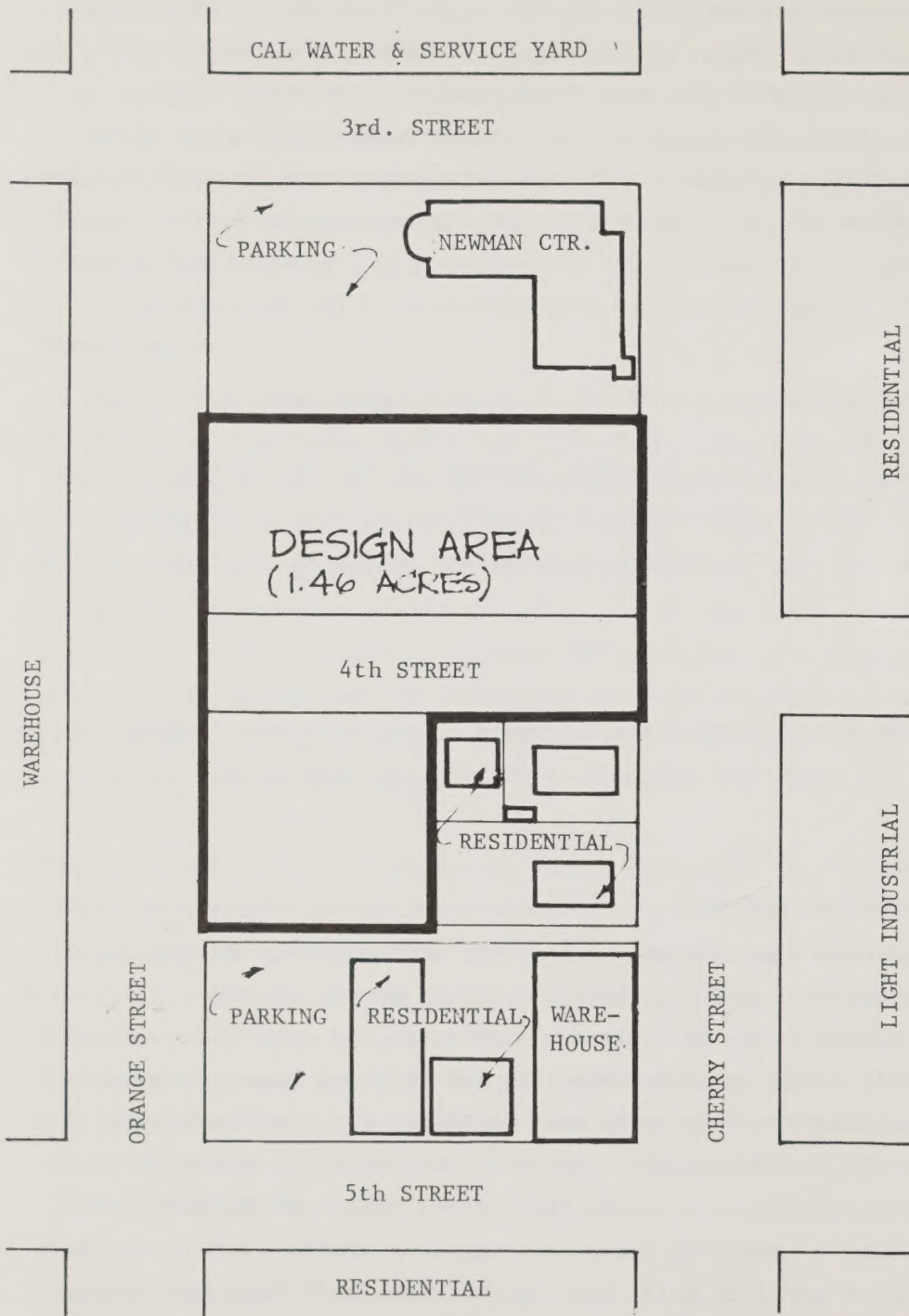
ASSIST CHICO'S ELDERLY CITIZENS IN SECURING APPROPRIATE HOUSING IN THE DOWNTOWN AREA, CONVENIENT TO SHOPPING AND COMMUNITY FACILITIES, AS WELL AS IN FAMILY NEIGHBORHOODS WHERE THEY CAN CONTRIBUTE TO A HEALTHY SOCIAL MIX OF YOUNG AND OLD.

RECOMMENDATIONS

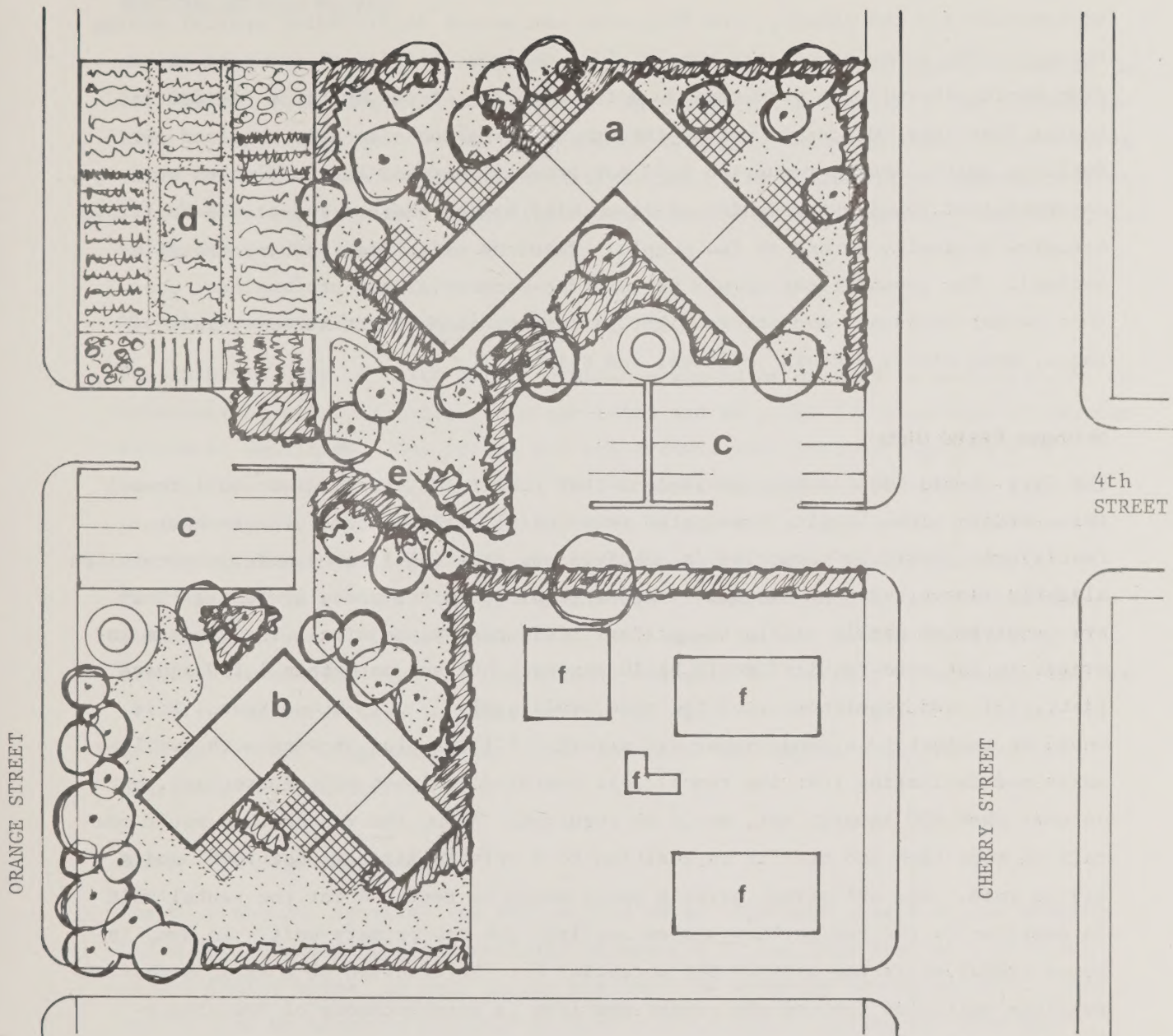
The following recommendations are directed toward encouraging more housing choices for Chico's senior citizens, and integrating new elderly housing into the community.

Downtown Housing For Senior Citizens

The City should encourage the redevelopment of the downtown area for its senior citizens. The City is in a good position to do this, having already utilized its power to condemn blighted sites in acquiring five sites for municipal parking lots. Parking lots at Fifth and Salem Streets, and at Third Street between Wall and Flume, are sites that the City could make available for the development of housing appropriate for senior citizens. Said housing would be developed above existing parking lots and will not reduce the current number of parking spaces. Such housing could take a number of forms, ranging from conventional one-bedroom and studio rental units complete with their own kitchen facilities, to congregate housing specifically authorized by the Housing and Community Development Act of 1974, which would provide a central dining room and kitchen for the residents in lieu of private kitchen facilities.



STREET CLOSURE EXAMPLE: EXISTING CONDITION FIGURE 2.1



- a** NORTH UNIT - 10 units, 2 levels, 1-3 bedrooms/d.u.
b SOUTH UNIT - 8 units, 2 levels, 1-3 bedrooms/d.u.
c AUTO PARKING & BICYCLE SHELTERS
d COOPERATIVE GARDEN
e BICYCLE & PEDESTRIAN SHELTERS
f EXISTING STRUCTURES

STREET CLOSURE EXAMPLE: DESIGN PROTOTYPE

FIGURE 2.2

FEET 0 25 50



DUNCAN & JONES

In addition to dedicating sites already assembled for the construction of housing appropriate for the elderly, the City also can assist in providing special zoning bonuses. The bonus provisions should allow a higher density of dwelling units than would otherwise be permitted upon the adoption of the Multiple Residential Zoning Districts (discussed below) through reducing the site area required per dwelling unit. Such a reduction will not greatly increase the population per acre, assuming that housing for senior citizens will be one-bedroom and studio dwellings occupied typically by one or two people. Required off-street parking should be minimal. The ground floor should be used for commercial and professional uses that senior residents and others might patronize, such as restaurants, variety shops, drug store, doctors' offices, and clinics.

In-House Rental Units

The City should adopt zoning provisions that permit the creation of small rental units within houses built in selected residential subdivisions. The in-house rental units could be permitted in subdivisions creating five or more lots on sites slightly larger than the minimum lot area required in the zone, as long as they are constructed wholly within the primary residence on the site. The minimum increase in lot area required would be 10 percent, but not more than 1,200 square feet. All yard requirements of the zone would apply. An In-House Rental Unit would be subject to a conditional use permit. A floor plan showing both dwelling units and indicating that the rental unit contains at least 400 square feet, but no more than 800 square feet, would be required. Also, the rental unit would contain no more than one bedroom in addition to a private kitchen, bathroom, and a living room. One off-street parking space would be required for the rental unit in addition to the two parking spaces required for the primary unit. In sum, in-house rental units can provide the potential for the creation of a small number of dwelling units for renters who cannot now live in neighborhoods of new single-family homes.

POLICY

FOSTER APPROPRIATE RESIDENTIAL ENVIRONMENTS SUITABLE FOR A VARIETY OF HOMESITES, HOUSING TYPES, and LIFESTYLE NEEDS: URBAN, SUBURBAN AND RURAL, OWNERSHIP AS WELL AS RENTAL TENURE, HIGHER DENSITY AS WELL AS LOWER DENSITY, SMALL UNITS AS WELL AS LARGER ONES, ON-SITE CONSTRUCTION AS WELL AS PREFABRICATION, SINGLE-OCCUPANCY AS WELL AS FAMILY AND GROUP OCCUPANCY.

RECOMMENDATIONS

All the recommendations of this chapter, as well as others contained elsewhere in the General Plan, support this policy. For example, in Chapter I the recommendation for the adoption of rural residential zoning in selected areas would reserve those areas for rural homesites and lifestyles. The following recommendations are intended to improve the climate for development of suitable mobile home parks, and multi-family dwelling units.

Multiple-Residence District Requirements

The existing City of Chico Zoning Ordinance should be amended to encourage the development of multiple units on larger lots, and to establish standards of maximum allowable densities. One method for achieving a more precise regulation of density is outlined in Table 2.5. The proposed changes utilize parcel size and location as key factors; developers would be awarded a density bonus for combining small parcels into larger, more developable lots. Higher allowable densities would be permitted in the University campus vicinity and in the downtown neighborhoods, to maximize access to commercial and public facilities, as well as address the need for multi-family housing on the part of students and the elderly. Criteria used for determining the appropriate lot size categories, as well as further suggestions for open space and landscaping requirements, are presented in Appendix D.

Mobile Home Park Ordinance

The City should recognize the mobile home as an important source of new housing for moderate and middle-income families stymied by the high cost of purchasing single-family homes, as well as for the low- and moderate income elderly. This can be done by adopting a mobile home park ordinance or zoning district which ensures the provision of a suitable living environment to meet the needs of these groups. The Chico Planning Department has developed an ordinance for consideration that, if adopted, would fulfill the recommendation.

In the Chico Planning Area the areas appropriate for mobile home parks lie largely to the east of the freeway, such as along Lassen Avenue, and are unincorporated at the present time. Some of these areas are underlain by poor soils, so that any

Table 2.5 RECOMMENDED AMENDMENTS TO THE CITY OF CHICO ZONING ORDINANCE
MULTIPLE RESIDENCE DISTRICTS

D E N S I T Y			
	Square feet of lot area for each DU	Maximum DU per net acre ¹	Possible Number of DU on Largest Lot Within Category
A. <u>R-3 Multiple Residence District</u>			
1. Lots less than 6,500 square feet	3,000	14	2
2. Lots 6,500 square feet - 17,000 square feet.	2,000	21	8
3. Lots greater than 17,000 square feet.	1,100	39	As Determined ²
B. <u>R-3C (Campus) Multiple Residence District</u>			
1. Lots less than 5,000 square feet.	1,800	25	2
2. Lots 5,000 square feet - 8,500 square feet.	1,400	31	6
3. Lots 8,500 square feet - 17,000 square feet.	1,200	36	14
4. Lots greater than 17,000 square feet.	1,100	39	As Determined ²

1. Net acre = an acre of land designated for residential use, exclusive of street dedications.

2. In an R-3 district, a maximum of 49 dwelling units could be permitted on a typical block area of 1.6 acres (264' X 264'); in an R-3C district, 63 units on the same area. These examples express a mathematical possibility; the timing and location of such large developments should be carefully evaluated in the neighborhood planning and environmental review processes.

mobile home park development will be contingent upon annexation to the City and upon obtaining extensions of the City sewer lines.

B. RESIDENTIAL ENVIRONMENT

The quality and condition of Chico's neighborhoods is as important a heritage as that of its housing stock. No less attention should be devoted to providing neighborhood facilities and protecting the character of the City's residential neighborhoods.

1. NEIGHBORHOOD CHARACTER

The broad tree-lined streets and interesting architectural styles of Chico's residential neighborhoods will not automatically be duplicated by development that is constructed on vacant or redeveloped parcels. It is imperative that the City guide the siting and design of new construction to achieve a harmonious introduction of new residential uses among the old. Multi-family dwelling units, being the most likely addition of the new into old neighborhoods, should receive the most attention to ensure that their disruptive potential is mitigated in order to preserve the aesthetic qualities of the neighborhoods.

2. NEIGHBORHOOD RECREATIONAL FACILITIES

Neighborhood recreational facilities are inadequate in several areas of Chico. There are a number of locations in the Chico area where many residents are not within convenient distance of any facilities, either for active or passive recreational pursuits. In the northern part of the Bidwell neighborhood, and in the southern portion of the Oakdale neighborhood, over 300 homes are more than a half mile from the nearest playground, the primary recreation facility for elementary school-age children. Four Chico neighborhoods have substantial family populations without a playlot within a quarter mile service area; the northern portion of the Bidwell neighborhood, the Terrace Drive vicinity in Sierra View, Floral Avenue in the Pleasant Valley neighborhood, and White Avenue north of the Pleasant Valley neighborhood. Passive recreational sites are

plentiful in Bidwell Park, but the park and smaller parks such as the Plaza are beyond the walking range of the outlying parts of the Chico urban area.

A recently completed study of existing and potential playground and playlot facilities illustrates the absence of opportunities to satisfy unmet recreational needs in older neighborhoods short of demolishing viable existing land uses.¹ Older children rely on bicycling a maximum of 15 minutes to Chico Unified School District school yards and to Bidwell Park to use playgrounds. Adults are capable of traveling greater distances to recreational facilities. However, pre-school children cannot satisfactorily use playlots over 1/4 mile from their homes. The provision of playlots in deficient neighborhoods is thus a high priority for neighborhood recreational uses. The City will have to look for unusual opportunities such as street closures to provide the needed playlots, and must take action to ensure that future residential development will not lack suitable recreational facilities.

POLICY

ENCOURAGE THE PRESERVATION OF CHICO'S AESTHETICALLY AND HISTORICALLY SIGNIFICANT NEIGHBORHOODS AND STRUCTURES BY PROTECTING THEM FROM INCOMPATIBLE DEVELOPMENT.

RECOMMENDATIONS

The proposed zoning amendments for new multi-family development (described previously) must be considered as part of a comprehensive planning process. Zoning is but one general plan implementation tool and its limits must be recognized. A zoning ordinance in and of itself cannot ensure an attractive neighborhood environment. Therefore, the following recommendations for a neighborhood planning process and for design review are made to provide greater assurance that the neighborhood environment will be protected.

A Neighborhood Planning Process For The South Campus

The City should undertake a neighborhood planning process for the South Campus area. Initiated by the City planning staff, the planning process should involve both the

1. "Existing and Potential Neighborhood Recreation Facilities: City of Chico," prepared by Dick Dolgonas, Chico Planning Department Intern, 1974.

neighborhood residents and the property owners. The South Campus Neighborhood Plan (described more fully in Chapter V) should identify specific policies and issue specific recommendations related to the accommodation of at least 200 more dwelling units. This number represents approximately 40 percent of the total number of new dwelling units needed near the CSUC campus between now and 1995 to house University and Butte College students. This number is based on the assumption that the remainder of needed units will locate either on Nord Avenue or in neighborhoods north and east of the campus. An additional 200 new units in the South Campus neighborhood would represent an average of six new units added per block.

The purpose of the South Campus Neighborhood Plan would be to determine policies regarding future land use and circulation in the neighborhood. It would serve as the legal mechanism for any unique regulations that are necessary in accomplishing the Plan. It would determine the appropriate locations in which street closures could occur (for example, see Figures 2.1 and 2.2, "Street Closures"). It would consider parking solutions that allow the reduction of required off-street parking spaces per new dwelling unit. It would recommend site design review criteria for new multi-family construction, and could provide for representation in site design review proceedings on new development from persons within the neighborhood.

The Neighborhood Plan is essential to satisfy the needs and desires of the residents of this area, and to protect the appeal of this neighborhood, in light of the pressures to provide suitable student housing.

Site Plan Review of Multi-Family Dwellings

Together with the controls on density, a process of design review is proposed for all new multi-family developments. Under the City of Chico Zoning Ordinance, Section 27.18-6, proposals for new commercial and industrial development are reviewed by an architectural review board, consisting of three members of the Planning Commission. This process should be extended to include design review of new apartment units. As with existing requirements, the developer would be required to submit architectural drawings upon application for a building permit.

Apartment units recently constructed in Chico have been characterized by unimaginative design and by extensive parking areas fronting local streets and

adjacent residences. Thus, although a number of design review factors are outlined in Section 27.18-6 as points to be considered by the architectural review board, certain areas need to be stressed, especially in the evaluation of new apartments.

It is proposed that the architectural review board, in reviewing new multi-family development proposals, especially consider the following:

- off-street parking -- The view of parking areas from adjacent properties or from any street should be minimized, preferably by tree or shrub planting; where possible, no parking areas should be permitted within the front yard; any lighting of parking areas should be designed to reduce glare on any residential premises.
- access -- Access to the property should be safe and convenient for pedestrians, bicyclists, and motor vehicles; no driveways or parking areas should be so designed and located that egress creates a hazard on any street or public way.
- disturbance of trees -- The effects of proposed construction on existing trees and landscaping should be minimized; any large and mature trees uprooted in the course of development should be replaced.
- building orientation -- Units should be sited to provide residents with maximum exposure to sunlight and desirable vistas. Where possible, dwelling units should also be oriented to promote interaction between the residents and their neighbors. Recognition should be given to the function sidewalks serve as points of neighborhood contact -- especially in the campus vicinity, where a casual public sidewalk life flourishes, the provision of open areas oriented to the public way, i.e., front porches, should be encouraged.
- design of the building and site -- Although soaring construction and financing costs have inflicted hardships on developers in recent years, good design can nevertheless be achieved within the constraints of a tight economy. Variations in the depth of the building facade and alternating use of materials can relieve visually monotonous structures. Multi-family developments can achieve harmony with the scale of single-family buildings by relating the size and

proportion of the segments of the apartment structure to the size of adjacent dwellings. Long and tedious facades, and large and undifferentiated paved areas can be discouraged. Finally, even a modicum of landscaping can transform the visual impact presented by the development site.

POLICY

INCREASE THE RECREATIONAL OPPORTUNITIES FOR RESIDENTS OF THE CHICO URBAN AREA, ESPECIALLY THOSE WHO PRESENTLY DO NOT HAVE CONVENIENT ACCESS TO APPROPRIATE FACILITIES.

RECOMMENDATIONS

While it is recognized that more detailed park planning for the Chico area needs to be undertaken (i.e., CARD's Master Facilities Plan adopted in 1969 should be updated) there are at least a few things the City can do to ensure that new park facilities are provided to keep pace with new development.

Park Dedication Ordinance

The City should adopt a park dedication ordinance (in accordance with Section 66477 of the Government Code) which would permit the City to require the dedication of parkland, or the payment of a fee in lieu of dedicating parkland at the time a residential subdivision or parcel division is approved. In order to make such a provision of the City Code effective, a set of standards for park dedication must be adopted as well as a fee schedule for payment in lieu of dedication. The following discussion describes the kinds of recreation facilities needed and defines appropriate standards:

- pre-schoolers' playlots -- A special effort should be made to provide playlots in the Chico urban area neighborhoods where the new density averages more than four dwelling units per acre within a one-quarter mile radius, and the number of homes with pre-school-age children outside the service area of a playlot exceeds 300. The playlots which need not be more than one-half acre in size, should be provided where other public open space is being acquired or combined with existing recreational facilities, where possible, to make for more efficient management. Neighborhoods now needing playlots are the Sierra View neighborhood in the vicinity of Terrace Drive, Citrus

and Northern Bidwell neighborhoods near Eighth Avenue, Pleasant Valley neighborhood near Floral Avenue, and north of Pleasant Valley in the area of White Avenue.

- neighborhood recreation facilities -- Neighborhood recreation facilities should serve a population of 1,500 - 2,000 persons (approximately three acres per 1,000 people) within a service area of $\frac{1}{4}$ to $\frac{1}{2}$ mile. An area of four to six acres is considered adequate for a neighborhood recreation facility. When combined with schoolgrounds, two to three acres would be sufficient. Facilities need not be elaborate, but should include children's play equipment, playlots, paved game areas, free play fields, and possibly an area for passive recreation by parents or senior citizens; a building for neighborhood group meetings is also desirable. Where possible, attractive natural open space features such as creeks should be included.

- community recreation facilities -- A community should provide 2-2.5 acres of community recreation facilities for every 1,000 people. As a guideline, ten to twenty acres of land are required for a community facility. The types of facilities which should be provided include a swimming pool, a gymnasium, paved game courts, large turfed areas (sports and free play fields), and a building with a variety of indoor spaces for meetings. Picnicking facilities might also be included. Accessibility and the relationship to urban population are the most important locational criteria. Land availability then becomes a significant factor and the final choice depends on the attractiveness of a particular site, its topography, soils, vegetation, microclimate, and ease of development.

Unusual Opportunities

In addition to getting park dedications from developers as recommended above, the City and CARD should obtain land from less typical sources. For example, sometimes public spirited citizens or organizations are prepared to dedicate land for recreation facilities if they are approached properly. The possibilities of selected street closures in some neighborhoods (discussed in Section A) might also provide opportunities for developing small recreational facilities. Finally the potential for utilizing school sites which are no longer needed for education due to declining enrollments should be thoroughly investigated.

III. THE BUSINESS ENVIRONMENT

The business environment in Chico can affect and be affected by a number of factors, including residential development, employment, per capita income, and the overall health of the national economy. The General Plan policies focus on those factors which Chicoans can have a major impact in shaping. Some of these locally malleable factors include encouragement of neighborhood shopping areas of desired character, protection and separation of incompatible land uses, reserving land for industrial development, encouragement of beautification of areas to make shopping more pleasant, and strengthening attractions to the kinds of business that will provide employment and economic stability for the community.

Three topics of special concern which shape the General Plan policies are: 1) the provision of convenient neighborhood shopping facilities; 2) defining a new role and improving access to downtown, in order to ensure its continued vitality; and 3) the reservation of suitable land where new industry which will provide employment opportunity and a broader economic base for the City can be encouraged to locate.

The number of acres indicated on the General Plan Map for commercial and industrial development is in excess of those anticipated to be developed by 1995 in order to avoid artificially constricting the market. Commercial and industrial land uses are divided into sub-categories and discussed according to the kinds of uses and physical development requirements each contains.

A. COMMERCIAL AREAS

It is the intent of the General Plan to encourage the development of commercial areas which conveniently serve the residential population, provide employment opportunities, form an attractive segment of the community, and contribute to the

community's tax base. The separation of uses according to the market they serve and the size and characteristics of their operations form the basis of the Plan for commercial areas. This Plan, therefore, provides for dispersed, limited neighborhood shopping areas, convenient community and regional shopping centers for general commercial and retail sales, a dynamic downtown business and commercial activity center, and limited, well-defined major thoroughfare areas for strip commercial and auto-oriented uses. The downtown area is discussed separately in the following section.

The General Plan designates over 400 acres for additional commercial development, based on the high population projection of 71,100 for the Chico urban area in 1995. The high estimate was utilized to ensure that adequate land is available for commercial expansion.

1. NEIGHBORHOOD COMMERCIAL AREAS

Neighborhood commercial areas provide convenience goods and services to local residents without disrupting the residential character of the area. They are necessarily small in size, and do not provide the multitude of more specialized goods and services available in the Central Business District or in shopping centers. The dominant store is usually a grocery store, and other establishments might include drug stores, shoe repair, bakeries, hardware, and laundromats.

Several small, individual convenience markets, which also serve neighborhood commercial functions, are scattered throughout the community. Due to their small size and large numbers, these existing uses are not indicated on the General Plan Map, nor are the sites which are considered appropriate for additional establishments. Convenience markets are considered desirable in appropriate locations of any residential district, particularly where students or older persons who may not have cars and must walk to shopping areas predominate.

The City has established an N-C (Neighborhood Commercial) zoning category which limits the kinds of developments that can occur in neighborhood commercial areas, but most of the areas which currently provide neighborhood facilities are zoned C-1 (Limited Commercial), or are part of the unincorporated urban area. The General Plan Map indicates approximately 25 acres of exclusively neighborhood commercial area to serve the 1995 population of 71,100.

The Chico urban area is divided by physical barriers (such as creeks, railroad tracks, and the freeway) into neighborhoods of varying size. Ideally, each neighborhood should have some neighborhood commercial facilities, or at least a market. The General Plan Map indicates neighborhood commercial uses only where such facilities already exist, or where substantial new residential growth is recommended. Where no neighborhood commercial area is indicated, it is anticipated that residents can be adequately served by small convenience grocery stores, that neighborhood facilities will be developed in general or thoroughfare areas, or that longer shopping trips will be required because low density development does not justify additional neighborhood facilities.

Several areas are indicated on the General Plan Map as appropriate for Neighborhood Commercial:

- Fifth and Ivy -- There is slightly over one acre of established neighborhood commercial facilities to serve residents living west of the CBD, between Big and Little Chico Creeks. The area is well established and entirely developed. Increased density of residential development will probably create a need for additional markets and laundromats, which might be met through development of additional convenience stores, the construction of neighborhood commercial facilities on the ground floor of some high density residential structures, or when density in the CBD increases substantially, it might become feasible to locate a market in the downtown.
- Northeast Chico -- Two neighborhood commercial areas are indicated for the general area bounded by East Avenue, Cohasset Road, and the diversion channel. This is an area into which the City is attempting to channel new residential growth, and permitting neighborhood commercial development may make the area more attractive to builders.
- Fifteenth Street -- This neighborhood commercial area, located at Fifteenth and Park Avenue, and surrounded by thoroughfare commercial, serves residents south of Little Chico Creek. In addition, there are a number of convenience establishments located along Park Avenue. The residential population of neighborhoods south of Little Chico Creek and west of Route 99 is not anticipated to increase substantially in the planning period, and additional facilities should not be necessary.

- East Chico -- A neighborhood commercial area is recommended in the vicinity of Twentieth Street, on the east side of Route 99, to serve the residential growth anticipated in the area. If a developer desires to build a neighborhood commercial development in this area, it is suggested that he be permitted to do so, even in advance of substantial residential development, in order to make the area more attractive to residential construction.

2. LIMITED COMMERCIAL AREAS

The Limited Commercial category is designed to recognize and plan for the trend towards clustering some kinds of retail goods and service outlets around a common parking area to create community shopping centers and larger regional shopping centers. At the same time, areas such as downtown south of Sixth Street, where most of the establishments are free standing, independent buildings, are also designated as limited commercial because they contain the same kinds of products for sale, and attract the same market population.

Limited commercial areas provide a wide variety of goods and services, and often contain grocery stores which serve a residential area larger than the local neighborhood. Other typical uses include clothing, home furnishings and variety stores, printing and business services, and eating places. In limited areas, some thoroughfare uses, such as motels and new auto sales, may be appropriate with a use permit, but not in conjunction with a clustered commercial development.

Uniform development standards cannot reasonably be applied to all the areas indicated for limited commercial. New uses as well as new construction in the Downtown Area south, for example, should be appraised for their general compatibility with the existing commercial development, while new commercial clusters abutting residential areas should be subject to landscaping, buffering, sign control, and development standards similar to neighborhood commercial development in order to preserve the integrity of the residential area. Commercial clusters which exceed ten acres should be considered shopping centers, and be subject to slightly different development standards, including location on at least one arterial. Areas which have been indicated for Limited Commercial development include the following:

- Mangrove -- At Vallambrosa, one cluster development now exists, including several stores and a market. The development features a large parking lot

which provides convenient parking and controlled traffic access, but creates a visually displeasing massive block of asphalt paving and emphasizes the need for parking lot landscaping standards.

The areas along Mangrove north of First Avenue are additional areas appropriate for limited commercial development. The street is of substandard width for the through-traffic and that which the existing commercial development generates, and the problem is intensified by the cars backing from parking lots directly onto the street in this area. Cluster developments, with shared parking lots which permit access only at existing intersections, will alleviate this problem somewhat, and should be encouraged.

- Downtown South -- Bounded generally by Flume, Salem, Sixth Street, and Little Chico Creek, Downtown South is an area of mixed commercial uses including several tourist-oriented commercial uses. It contains about 22 acres, most of which are already developed. Access is an important aspect for establishments locating in Downtown South, and traffic from Highway 32 and Route 99 is directed into the area via Eighth and Ninth Streets and the Main-Broadway couplet.
- Nord Avenue -- Slightly over 15 acres surrounding the intersection of Nord and West Sacramento Avenues are recommended for neighborhood and limited commercial development. Scattered development now exists in the area, and more significant new commercial development can be expected when the surrounding proposed high density residential areas are developed.
- East-Cohasset -- The entire area, excepting the northeast corner, of the East Avenue-Cohasset Road intersection has been indicated for limited commercial, largely to reflect the existing conditions there. The area also provides neighborhood commercial facilities for residents east of Route 99 and north of Lindo Channel. 35 acres are developed into Chico's one existing regional shopping center, North Valley Plaza. The shopping center, and a substantial amount of the area surrounding it, are currently in unincorporated lands. Traffic congestion on East Avenue is a serious problem at peak hours, and new development should be designed to minimize further aggravation of this situation by utilizing existing parking lots and permitting no additional curb cuts. The patron parking lots provided by commercial development in the East-Cohasset area lack landscaping or peripheral buffering.

- Longfellow -- Two commercial clusters are developed at the intersection of Longfellow and East First Avenue. One provides primarily neighborhood facilities, and the other features general commercial outlets. (The lumber yard near the channel should be considered a non-conforming use.) The existing cluster developments are characterized by insufficient landscaping. There is only scattered development on the northwest side of Longfellow, and when additional establishments seek to locate in the vacant spaces, the City should encourage the new buildings to provide the required parking in the rear yard to prevent the appearance of expanses of asphalt from occurring on both sides of the street. In any event, a street tree planting program should be implemented to reduce the hot barren effect of the parking lots.

- East Chico -- Support for a second shopping center of approximately 35 acres may be generated by new residential development before 1995. This new center should not be permitted to develop until the population in the Chico market area reaches an adequate level to support a new center without over-expanding the market and upsetting established commercial areas and the CBD. A market research analysis, and environmental and economic impact reports, should be required to explore the potential impacts of the new center.

3. THOROUGHFARE COMMERCIAL AREAS

Thoroughfare commercial areas are designed to accommodate auto-oriented commerce and the needs of people traveling on highways, such as motels, gas stations, truck stops and restaurants, and establishments requiring large facilities or dealing with goods too large to be accommodated in the limited retail areas, such as automobile sales, mobile home sales, and some commercial services.

Thoroughfare commercial areas are located along the highways and arterials leading into and through the City. The visual images which these areas project usually comprise the motorist's first impression of the City. Therefore, particularly in the tourist commercial areas, it will benefit the City to ensure that this image is one of pleasant, orderly development. While thoroughfare commercial areas contain a wide mixture of uses, some commercial uses are more appropriately located in other areas and should be discouraged from locating in thoroughfare areas. Inappropriate

uses include neighborhood retail functions¹, professional offices, and general retail functions which should locate in the downtown or shopping centers, and residential developments.

Several areas are indicated on the General Plan Map as appropriate for thoroughfare commercial:

- Park Avenue -- The thoroughfare commercial area on Park Avenue extends from Little Chico Creek to just south of West 20th Street. The approximately 34 acres contain mixed uses, including some neighborhood and heavy as well as thoroughfare commercial uses. The visual appearance of the street is somewhat degraded by a number of unshielded outdoor storage lots.
- Esplanade -- North of Lindo Channel, the Esplanade runs through predominantly County lands which are developed with auto and mobile home sales lots and drive-in establishments. About half of the recommended 65 acres are developed, and some additional commercial development already exists in the area north of Shasta Avenue.
- Cohasset Interchange -- Highway 99/Interchange is currently being developed as a tourist center with new motels and eating establishments. Approximately half of the area indicated for thoroughfare commercial use is already developed.
- Skyway Interchange -- Approximately 25 acres are designated for thoroughfare commercial at the Skyway and Notre Dame Boulevard intersection. Little commercial development now exists in this area, but it may become more attractive for operations seeking large lots when other areas have become more intensively developed.

1. Neighborhood Commercial facilities should be dispersed in residential areas or clustered together in neighborhood shopping areas where several stores can be visited in one stop. Thoroughfare areas are not attractive to bicyclists or pedestrian shoppers, and permitting neighborhood uses to establish between larger thoroughfare uses will encourage driving between establishments to accomplish neighborhood shopping needs. Furthermore, neighborhood facilities must have larger signs and more garish displays in order to be visible and attract patrons when they are scattered in thoroughfare areas.

POLICY

ENCOURAGE THE DEVELOPMENT OF NEIGHBORHOOD SHOPPING AREAS FOR THE PROVISION OF CONVENIENCE GOODS AND SERVICES IN LOCATIONS CONVENIENTLY ACCESSIBLE TO RESIDENTIAL AREAS.

RECOMMENDATIONS

Zoning

The City Zoning Map should be revised to eliminate N-C Districts in areas not appropriate for Neighborhood Commercial development. Areas recommended to be rezoned should include all N-C zoned lands between East Eighth Street and Highway 32, Manzanita Avenue across the channel from the Longfellow shopping area, and on Humboldt Avenue between Bartlett and Linden Streets.

Size Restrictions

Some shopping areas which serve primarily neighborhood functions, such as the ones on Mangrove at Vallambrosa and Longfellow at East First Avenue, verge on being small shopping centers, and have been indicated as limited commercial. To preclude this from occurring in future neighborhood development, the size of single-site development should be limited to ensure that general commercial uses which are more appropriate in other locations and serve a wider than neighborhood market, are not needed to fill a project's vacant space.

POLICY

PROTECT RESIDENTIAL AREAS ADJACENT TO COMMERCIAL DEVELOPMENT FROM NEGATIVE EFFECTS GENERATED BY THE COMMERCIAL AREAS, AND RESTRICT FURTHER DEVELOPMENT OF COMMERCIAL AREAS WHERE SEVERE CONGESTION ON EXISTING ARTERIALS AND NEIGHBORING RESIDENTIAL STREETS WILL RESULT.

RECOMMENDATIONS

Design Review

Basic height, bulk, setback, and yard requirements for commercial developments are set forth in the zoning ordinance, and all new commercial developments are reviewed by an architectural review board to evaluate their aesthetic and

functional compatibility in the proposed location. In addition, the City and County ordinances should be amended to require that screen plantings several feet wide and at least six feet high be installed where any commercial use, except a building wall, abuts an adjacent residential use in order to separate the two uses. Standards for landscaping and design of parking lots should be formulated in order to break up the large expanses of asphalt, and landscaped borders, rather than chain link fences, should be used to bound parking lots.

East-Cohasset Road

The development of a shopping center, a general commercial cluster, and a neighborhood commercial area all surrounding the East-Cohasset intersection, have resulted in major congestion during some peak traffic periods. Further development along either road of a strip commercial type should not be permitted, and redevelopment should emphasize infilling of currently developed areas utilizing existing points of ingress and egress.

Mangrove Avenue Parking Access

Traffic in the Mangrove area is somewhat congested during business hours, and further expansion of commercial uses would aggravate this problem. Some functional improvements are needed, including prohibiting the entrance and exit of parking lots directly onto Mangrove, and limiting or reducing the number of curbcuts providing access to existing parking lots. On the blocks between Third and Seventh Avenues, it is recommended that a special parking assessment district be created and monies be raised to purchase the corner lots on the blocks indicated for commercial and high density residential. This would permit development of joint parking lots to serve the stores and apartments on each block, and would alleviate much of the existing traffic congestion by channeling cars out of parking lots and onto Mangrove only at the existing intersections. Pedestrian access ways would have to be provided from the parking lots to apartments and rear store entryways.

Park Avenue Zoning

Commercial zoning between Hemlock and Locust Streets, south of Little Chico Creek, should be eliminated to preserve the residential character of the area. Existing commercial uses fronting on Park Avenue would be permitted to expand and utilize the whole block, and new uses would be required to front on Park

Avenue. No commercial development fronting on Locust or Oakdale would be permitted. High and medium density residential uses would be appropriate, provided they do not front on Park Avenue. Off-street parking in each instance and outdoor storage lots would be subject to screening and landscaping requirements, and noise generating commercial operations would not be acceptable.

In order to avoid further traffic congestion, it is recommended that direct access from Park Avenue north of Twentieth Street to parking lots be discouraged. It is essential to the retention of residential quality, however, that this traffic not be redirected to Locust or Oakdale Streets. Rear parking lots should be designed to provide access via the side streets which intersect Park Avenue wherever possible.

Residential-Professional Zone

The City's existing R-P zone, should permit health care-related and professional office uses, which are somewhat broader than uses permitted in the existing R-P zones, to enjoy the benefits of a central location, close to hospitals and laboratories, while protecting the over-all residential character of the area from general commercial invasion. Health care-related commercial uses would include hospitals, convalescent homes, medical and dental offices, prescription drug stores, medical supply shops, etc. With a use permit, auxiliary uses such as flower shops or eating places of suitable size and character might be permitted. Uses of this nature could be authorized near hospitals, within the CBD fringe area, and along the Esplanade.

POLICY

ENCOURAGE THE DEVELOPMENT OF GENERAL COMMERCIAL AND TOURIST-ORIENTED THOROUGHFARE AREAS AT THE AIRPORT AND ALONG SELECTED AREAS OF ARTERIALS AND HIGHWAYS.

RECOMMENDATIONS

Zoning

The City's existing general commercial zoning (C-2) should be tightened up to discourage inappropriate uses, including residential, neighborhood, and professional uses from locating in thoroughfare commercial areas.

Airport Commercial

Commercial uses, such as eating places and a motel to serve persons working in the area and those arriving by air are appropriate for development along Airpark Boulevard. However, the City should not permit miscellaneous thoroughfare commercial uses, such as mobile home sales, auto repair, etc., to be established at the airport.

POLICY

ENCOURAGE HIGH QUALITY DESIGN AND LANDSCAPING OF THOROUGHFARE COMMERCIAL ESTABLISHMENTS TO PRESENT A VISUALLY ATTRACTIVE SCENE FROM THE ROAD.

RECOMMENDATIONS

Landscaping and Screening

Thoroughfare commercial land uses are often large, and particularly where open sales lots or parking lots front on the street, minimum landscaping requirements should be developed in order to improve the visual quality of the area. Where outdoor storage lots are required, except for the display of merchandise for sale, they should be shielded from public and adjacent residential view by a solid fence, or a suitable combination of trees and hedges.

The addition of minimum landscaping and screening requirements to the C-2 zoning district will ensure that new uses provide the desired landscaping, and older areas, particularly Park Avenue, are upgraded when any reuse of the land occurs. All existing trees should be retained as new development occurs.

Signs

Signs designed to attract the attention of motorists must be larger or brighter than those designed for pedestrians, but diminished advertising benefits and a generally junky appearance result when numerous large, lighted signs appear along a major thoroughfare. The City of Chico has developed a sign ordinance which controls the height, size, and composition of signs permissible within the City, but commercial developments which are in the County jurisdiction are not limited by these restrictions. The City should work with the County to encourage the latter to ensure that the thoroughfare commercial areas on the major entryways to the City do not become cluttered with signs and billboards.

Tourist-Oriented Areas

In the areas where persons passing through the City are most likely to seek accommodations for the night, particularly Downtown South and the Cohasset Interchange, all commercial operations should be carried on within a building, and open storage lots which create an unpleasant environment should not be permitted. Small scale wholesaling and warehousing are not objectionable uses if operations requiring truck traffic are not carried on at night.

Soundproofing

Adequate sound-proofing of hotels, motels and apartments in thoroughfare areas is essential to protect travelers and residents from traffic noise. All new residential structures located along arterials and railroad tracks should also be required to provide adequate soundproofing to buffer highway and railroad noises.

B. THE DOWNTOWN AREA

Traditionally the downtown contains the main concentration of retail commercial activity in a city. In Chico, this role has declined somewhat with the departure of several merchandise and apparel stores to outlying shopping areas which feature modern facilities, easy access, and ample free parking. Much of the remaining retail trade in the Central Business District is student-oriented, catering to the large number of CSUC students living and attending school nearby. Some community-oriented retail uses have been retained, and new uses, particularly those which serve both the business and student community, seem to be flourishing. Some of the existing conditions which contribute to commercial decay are outlined in order to evaluate the remedial action and improvements needed.

Improving the accessibility of the downtown will be a key feature in restoring the vitality to the area. Access to the downtown by foot from either the campus or nearby residences is discouraged by the heavy auto traffic and wide streets which run through the downtown. Direct access from the activity centers of CSUC is retarded by the fact that the grid street system leaves the CBD diagonally offset from the campus, and there is no visual link between the two.

The bicycle was not an overwhelmingly popular mode of transportation when the CBD was developed, and provisions for bikes are limited. The streets do not provide bike lanes, bike riding is not permitted on the sidewalks, and there are very few places to park and lock a bicycle in the downtown.

Parking in the CBD has been considered a problem for some time, and may discourage some people from coming to the CBD, even though the City owns parking lots which are rarely crowded. Plans for the construction of a multi-story parking structure on one of the downtown City parking lots have been drafted and feasibility studies conducted, but actual plans for the implementation of construction and financing have not been drawn up. At this time such a structure would not bring returns large enough to cover the cost of its construction, but increased business activity and importance of the downtown in the future may reverse this situation.

The downtown should be essentially pedestrian-oriented, although some aspects of the current commercial development in the CBD discourage the pedestrian shopper. Traffic congestion at the major intersections is substantial, and the large volumes of traffic on Main and Broadway as well as the traffic lights at most intersections tend to discourage the free movement of pedestrians, as well as motorists.

The downtown is a unique shopping and business environment within the community, and has an historical heritage of buildings and community facilities not duplicable in a modern shopping area. Improvements and remodeling of the public facilities and a few selected outmoded buildings should be undertaken to emphasize the mixture of specialty shops, eating places, offices, and public buildings which are found there. The construction of interesting pathways and mall areas and the provision of gathering and resting places could be utilized to provide an exciting environment for both business people and shoppers. Upgrading and beautifying the area and provision of some amenities and public conveniences such as benches, telephones, trash cans, rest rooms, etc., will be necessary to prevent the development of modern facilities in outlying areas from further draining the CBD's vitality.

Downtown revitalization efforts must involve civic, office, and professional establishments, as well as retail trade. At present, there is only a limited

amount of vacant office space in the downtown, and some suburbanization of businesses which are suitable in the CBD has occurred. In order to halt this trend, additional two- and three-story structures will be required in the downtown, and a combination of directed efforts and City policy will be necessary to encourage new businesses to locate there.

The General Plan restricts the number of city blocks devoted to commercial activity to around 20, in order to encourage the development of a compact City Center. Compactness is desirable to keep distances which shoppers must walk between stores to a minimum, facilitate comparative shopping, and to encourage the development and enhancement of a definable City Center, which encompasses much of the City's character and identity.

POLICY

ENHANCE THE ECONOMIC AND SOCIAL VITALITY OF THE CENTRAL BUSINESS DISTRICT BY CREATING A POSITIVE ATMOSPHERE WHICH ENCOURAGES BUSINESS TO LOCATE IN THE AREA, IMPROVES ACCESS, AND CREATES A MORE IMPORTANT HUMAN ACTIVITY CENTER.

RECOMMENDATIONS

CBD Zoning

A new Central Business District commercial (CBD) zone, distinct from the existing C-1 (limited commercial) zone, should be created which is geared to the unique characteristics and potential of the downtown. The blocks recommended on the Target Areas Map (Map 9) for the CBD designation are developed primarily with retail or office and institutional uses, which require a central location. The CBD zone would be designed to attract the pedestrian shopper to a compact shopping area with a pleasant environment. Business and professional office buildings should be encouraged to provide interesting pedestrian malls, resting areas, and meeting places in conjunction with new development. Off-street parking should not be permitted in either front or side yards of CBD structures, and building setbacks with landscaped areas should be encouraged.

Inappropriate uses now permitted by C-1 zoning should be eliminated from the new CBD zoning district. Auto-oriented uses, such as service stations, auto sales lots and car washes, and drive-in type auto-oriented uses such as hamburger stands, conflict with the intended pedestrian orientation of the CBD zone, and should not be permitted. The construction of new private or municipal parking

lots, except where streets are closed and existing rights-of-way become available, would tend to dilute the compact nature of the CBD and should not be permitted except at the periphery. Increased parking needs which will be generated by future development should be met by constructing a parking structure on one or more of the existing City lots, and encouraging CSUC to construct their planned parking facilities in the South Campus area to reduce the incidence of students parking in the CBD while attending classes.

Heavy commercial uses, such as warehousing and wholesaling functions, are not appropriate in the CBD because of their need for loading and docking space, and should be permitted only as auxiliary operations.

The existing C-1 zoning requires a twenty-foot wide alley to be provided with all new commercial uses, in order to facilitate delivery and loading of merchandise, and the removal of trash. However, the existing structures in the CBD do not have alleys, and parking areas in front of the stores are utilized instead. This requirement should be deleted in the new CBD zone, as alley provision is not usually possible, and may discourage new building construction.

Traffic Congestion Reduction

The following concepts are illustrative of the character of possible solutions to downtown traffic congestion, and before any specific proposal is adopted, a more detailed transportation study should be conducted as part of a downtown redevelopment plan (described in Chapter V). One possible means to reduce traffic congestion in the CBD would involve the relocation of the one-way traffic couplet from Main and Broadway to Main and Wall Streets. This would eliminate the need for three lanes of traffic on Broadway, and the existing parallel parking might be converted to diagonal parking to accommodate more cars. Alternatively, selected blocks on Broadway might be closed to traffic, and their street area converted to a pedestrian mall.

Street Beautification

A street tree planting program is recommended for the CBD. If one-way traffic is removed from Broadway, it is recommended that the number of moving lanes of traffic be reduced and parking and landscaping increased. Particularly, use of flowering plants and trees would increase the attractiveness of the sidewalk

areas, and could be used to camouflage needed amenities such as trash baskets, fire hydrants, etc.

Parking Area Beautification

Attractive street trees and decorative hedges or shrubs should be installed in several parking areas in the downtown. At least one tree per eight parking spaces should be adopted as a standard for new parking areas throughout the City, and existing municipal lots brought up to this standard as soon as funds are available. In addition, bike racks should be added to downtown parking lots.

Residential Development

Increasing the residential density in and around the CBD in order to increase its market population would provide a living environment which requires minimal dependence on the private automobile, and would improve the economic feasibility of creating a public transportation system. Increased residential density can be encouraged by zoning the blocks indicated on the Target Areas Map for high density residential development, and by providing development incentives such as reductions in the number of parking spaces required, and density and height bonuses, as discussed in Chapter II. High density residential development immediately adjacent to the CBD would afford residents convenient pedestrian access to shops and businesses, and it is presumed that close proximity to CSUC would also make the area attractive to students. Use permits should be required for all residential structures, including hotels and social clubs, etc., locating in the CBD, in order to ensure their appropriate location, and new single-family development in the CBD should not be permitted.

Activity Center

The City and private interest groups should encourage new functions, such as new civic facilities and government offices, libraries, and fraternal organizations to locate in the CBD.

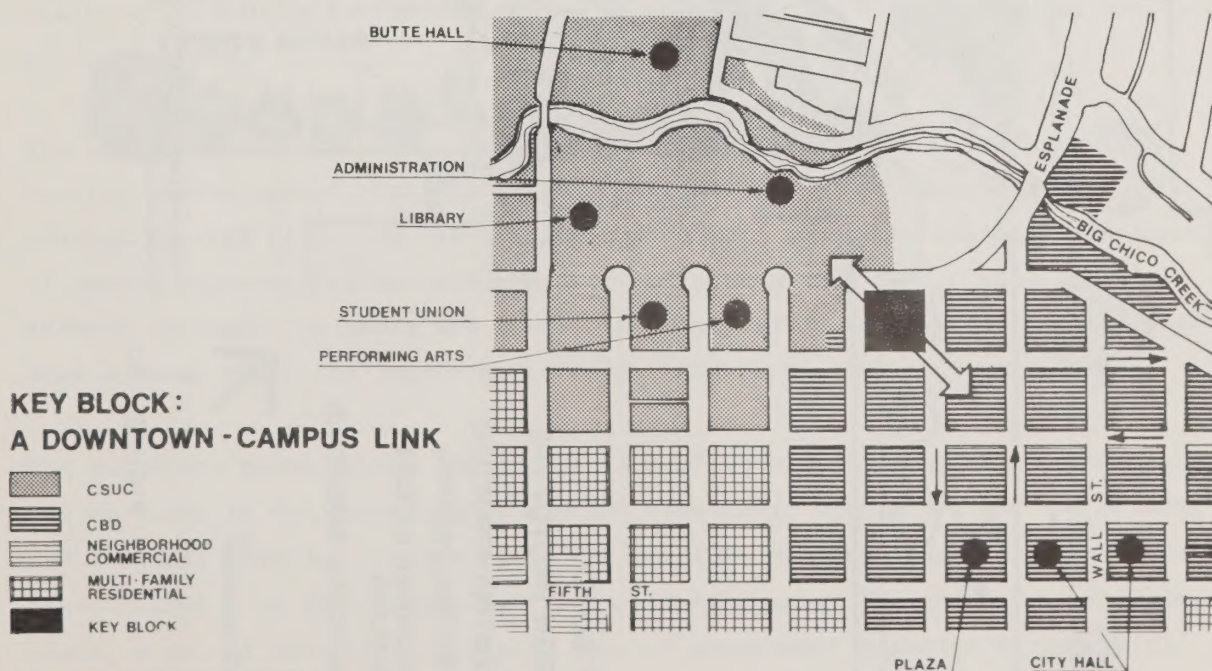
CBD-University Accessway

Improved access to the CBD should be encouraged wherever possible. One important aspect of improved accessibility would be to provide a more direct linkage between

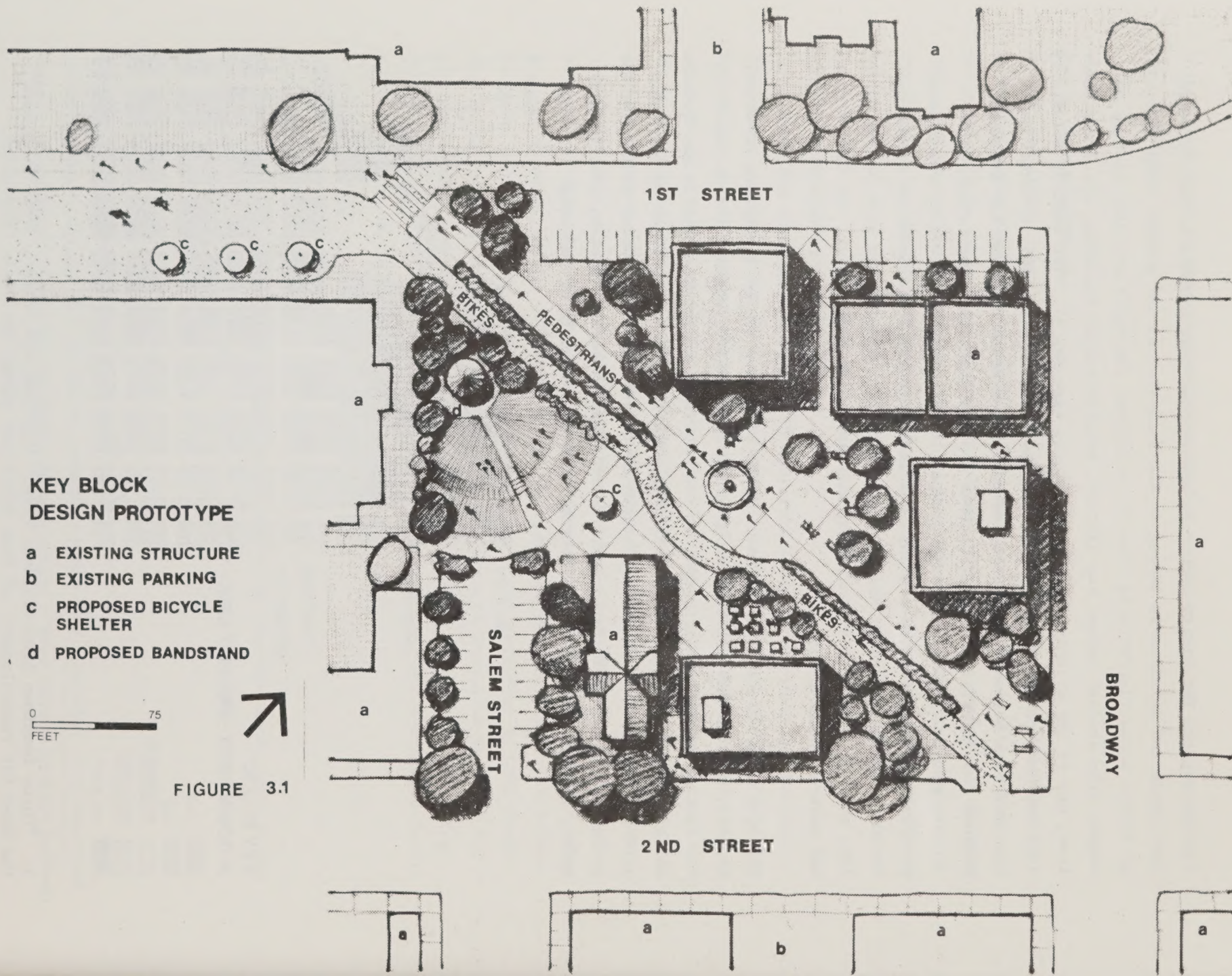
the CBD and the University campus to ensure that this sizable market for downtown goods and services is tapped to the fullest. At the present time there is no direct pedestrian/bicycle connection between the major activity centers on campus (the student union, new library, administration building, etc.) and downtown, due to the orientation of the streets (see Map 4). The bulk of University activity centers are located diagonally northwest of the CBD. A visual and physical link between the two is desirable as a means of promoting exchange between the University-related persons and the downtown. One technique for achieving this link is via a wide pedestrian and bicycle corridor, which would provide direct, safe, and convenient access from First and Salem to Second and Broadway, as suggested in Map 4. This block is currently the site of one vacant lot, an old theatre, a virtually unlandscaped City parking lot, the City library, and several small shops.

The view from the northwest corner of the block now yields a panorama of weeds, asphalt, and tin and brick backs of buildings. Redevelopment of this Key Block¹ can further several objectives. It can provide a differentiation in the facades and orientations of shops and buildings within the block to break up the rigid grid pattern. It can provide pleasant courtyards and open spaces which urge the pedestrian and cyclist to linger. Establishments such as plazas, the library, cafes, and restaurants will encourage evening patronage of the area. If high

MAP 4



1. "Chico Downtown Redevelopment Plan," Williams and Mocine, 1969, discusses the need for redevelopment of this block and endows the title "Key Block."



density elderly housing is constructed in the vicinity as recommended, it will provide convenient access to library and entertainment facilities for these people as well. Finally, interaction between the students, other residents, and business people may flow more naturally if such a common meeting area is constructed (see Figure 3.1, Key Block: Design Prototype).

It should be recognized from the outset that, while redesigning one block in the CBD may make substantial visual and commercial improvements, it will not single-handedly revitalize the downtown. A number of other less dramatic improvements, together with a strong commitment on the part of merchants and downtown landlords to improve and modernize their properties, will also be needed.

State Community Redevelopment Law

The California "Community Redevelopment Law" (Section 33000 et seq., Health and Safety Code) provides a legal means by which communities such as Chico, without federal intervention, can revitalize their deteriorating areas. It could be employed to coordinate the renovation of the block linking CSUC and the CBD either as an individual project, or as part of a larger downtown redevelopment program. The law enables the City to create an agency (or to designate itself as the agency) to assemble the land and other properties required for the comprehensive planned redevelopment of an area which, due to the economic infeasibility of upgrading by the individual property owners, might otherwise continue to deteriorate.

The Community Redevelopment Law permits the City to determine the extent of desired redevelopment, but the program must be part of or consistent with the adopted General Plan. It can be financed by bond sales, borrowing, investment of unused reserves, or the establishment of a revolving fund, and a lien in advance to repay the bonds and loans can be placed on the increased tax assessment revenue which the improvements will yield (i.e., tax increment bonds).

The authority to undertake smaller scale improvements to enhance the downtown can be found in the formation of special assessment districts, and the Parking and Business Improvement Area Law. The Downtown Business Association attempted unsuccessfully in 1971 to employ the latter of these. The group is currently making a second attempt to create a special assessment district to fund a Redevelopment/Beautification and Promotion of Downtown Chico program. If the

proposal is adopted, the City Council will be responsible for determining how the monies, generated from an increased business license assessment, will be expended, subject to the purposes of the law. If the City elects to declare a redevelopment project under the Community Redevelopment Law, the purposes of any other improvement or beautification program in the downtown area should be incorporated into the goals and programs of the Redevelopment Plan.

C. INDUSTRIAL AND HEAVY COMMERCIAL AREAS

It is the intent of the General Plan to protect the industrial areas in Chico from pre-emption by other uses, and encourage the further development of appropriate industrial and heavy commercial uses. Heavy commercial uses include land extensive operations such as lumber yards, mobile home sales lots, farm equipment sales, building supplies, and equipment repair. Uses may involve transport of materials by heavy trucks, and require large loading and docking areas. Noise producing machinery or operations may also exist. Most heavy commercial uses are compatible with industrial processing, assembling and manufacturing plants, and warehousing and transport operations. Obnoxious uses of either a commercial or industrial nature should be mitigated or isolated to reduce their displeasing influence. While future demand for industrial sites is based upon economic decisions not related to population growth, and not possible to accurately project or predict, two major industrial and heavy commercial areas are indicated on the General Plan Map--Airport Industrial Park and the Southern Industrial Area--which total over 1,000 acres and should provide more land than will be required for industrial development in the next twenty years.

It is recognized that industrial requirements vary widely depending upon the company and the product produced. It may be essential to the formulation of certain new industries and the survival of some existing industries to locate on the lowest cost site available with an inexpensive, and not necessarily attractive, building, while others will require a modern industrial park location with buildings of high architectural design quality and generous landscaping.

Furthermore, some are limited to particular locations by their need for special utilities or transportation facilities, while others may have no particular requirements.

The General Plan provides locations appropriate for developments with each of these needs, and recommends adoption of performance standards to permit the City to guide new development in choosing appropriate locations, and to prevent the objectionable qualities of industrial development from adversely affecting other land uses.

- Airport Industrial Park -- The Butte County Planning Commission, acting in its capacity as the Airport Land Use Commission, exercises substantial control along with the City over uses which are established at the Airport Industrial Park. The lands in the industrial park are owned by the City. and sites are sold or leased to industrial concerns desiring to locate there. Light and heavy manufacturing industry, and aviation-related uses are appropriate in the Airport Industrial Park, but gas lines have not been extended there, which precludes development of industries requiring this utility. There are currently 25 industrial firms at the airport, which employ some 460 full-time employees, and about 200 part-time workers.
- Site locations adjacent to the apron should be reserved for industries which utilize the air facilities as an integral part of their operations, such as flying schools or air freight operations, while lands to the east of these frontage areas are appropriate for more general industrial uses.
- Southern Industrial Area -- Nearly 690 acres generally south of Twentieth Street are indicated for industrial and heavy commercial development, approximately 110 of which are now developed. Most of the area is conveniently located with regards to transportation facilities, and provided with utilities necessary for manufacturing.
- Other Industrial Areas -- An industrial and heavy commercial district is indicated on the General Plan Map in the area along the railroad tracks, between West First Street and Little Chico Creeek, where the substantial development already exists. This area provides convenient highway and railroad transportation access, but new uses must be of a type that will be compatible with the proposed high density residential development nearby.

POLICY

PRESERVE AND ENHANCE THE QUALITY OF THE ENVIRONMENT IN INDUSTRIAL AREAS WHILE PREVENTING ADVERSE EFFECTS OF INDUSTRIAL DEVELOPMENT ON THE BALANCE OF THE COMMUNITY.

RECOMMENDATIONS

Zoning

The City's current zoning ordinance permits nearly any kind of development -- including non-industrial uses -- to locate in its M-1 (light industrial) zone. In order to protect these areas, a new definition of the kinds of uses appropriate for industrial areas could be developed, which permits heavy commercial and industrial uses exclusively. To obtain the desired development, the City could require a use permit prior to any potential heavy commercial or industrial development.

In order to obtain a use permit two sets of standards, one for performance and the other for design, would have to be satisfied. These standards, and the procedure for reviewing use permit requests, should be added to Chapter 19.46 of the existing zoning code in order to strengthen the existing review procedures. Development which conforms without question to the standards should be granted a use permit, while that which either violates or may be in violation should have an environmental impact report prepared to document the anticipated impact that will be produced, and to consider mitigation measures. The degree of an operation's compliance or impact mitigating capacity will then be determined, and a use permit either granted or denied.

Performance Standards

The performance standards are designed to ensure the protection of both residential and industrial areas from any adverse effects associated with heavy commercial or industrial operations. The location of some firms will be influenced by the performance standards because a higher degree of impact is permitted where residential neighborhoods will not be affected. The performance standards set forth the acceptable impacts an operation may incur in the areas of noise, light, pollution, traffic, vibration, electronic interference, and flammable materials. (These standards are listed in Appendix E.) The addition of these standards to the zoning ordinance provides the City with a means of directing various industries to appropriate locations.

Design Standards

Design of the building and yard, screening and landscaping of parking lots, as well as areas held vacant for future expansion, can create either a pleasing or a distasteful image of an industrial area. As mentioned previously, various industries have different needs for attractive surroundings. These needs, together with a concern for the rest of the community which must view industrial operations sometimes as neighbors or as they drive along the road, have led to the development of three categories of design standards which should be incorporated into the architectural control section of the zoning ordinance to increase the ability of the existing ordinance to ensure appropriate design control. The most stringent requirements are demanded of industries choosing to locate directly adjacent to residential districts. Secondly, uses which choose to locate in an area where the City is encouraging high architectural quality industrial development will be required to meet much higher aesthetic standards than those locating elsewhere. In this way, high class industrial and all residential areas are protected, while other industrial areas are not burdened with high architectural and landscaping costs. Appendix F is a chart of recommended design standards. (Areas reserved for high architectural quality industrial development are Park Avenue south of Twentieth Street, and the Airport Industrial Park, as described below.)

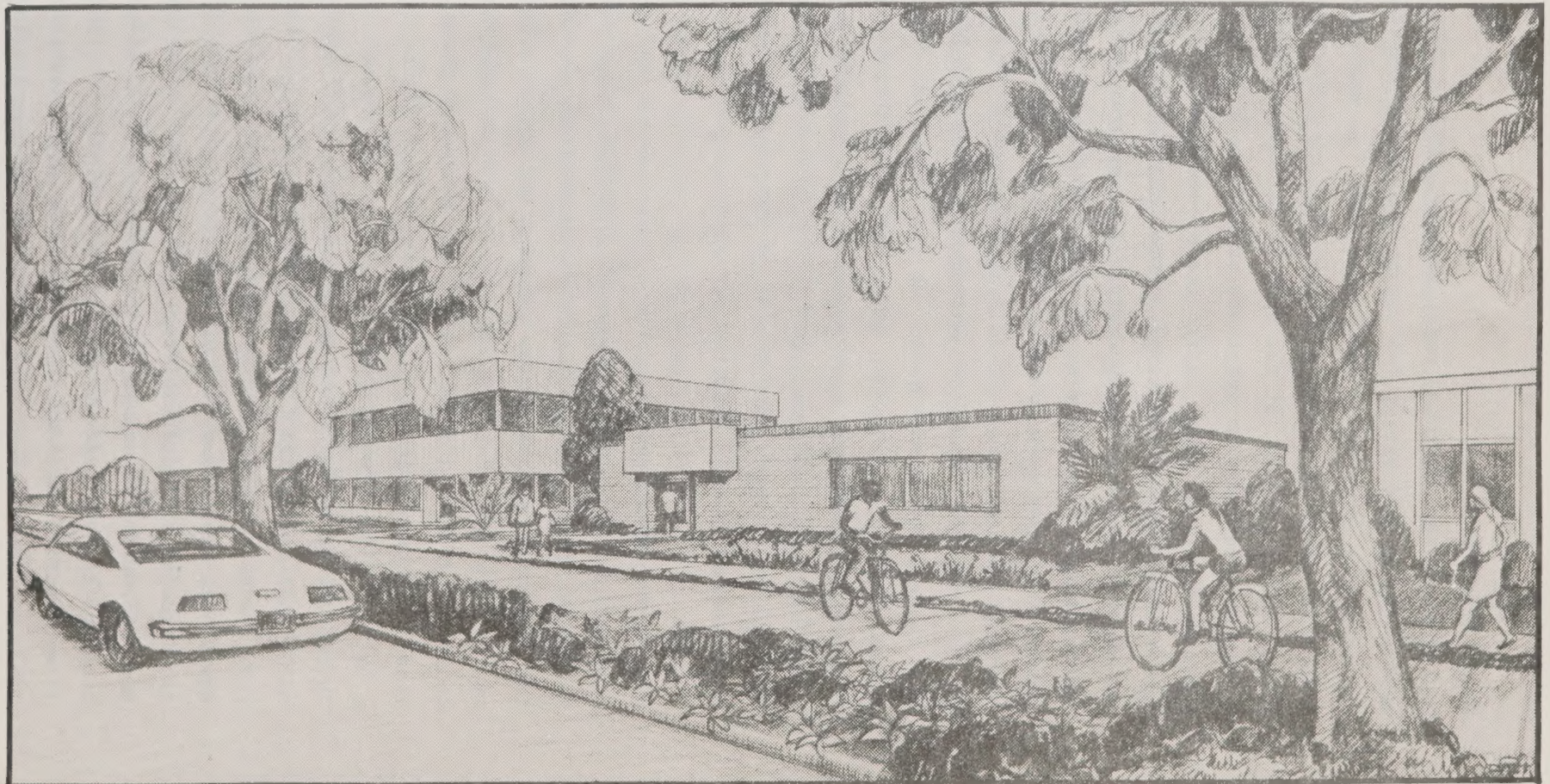
Park Avenue Improvement

Outstanding long-range development potential exists along Park Avenue south of Twentieth Street. This area is not intensively developed, and most of the existing structures should not be viewed as permanent. In the long-range, redevelopment of the area could convert it into a visually appealing industrial entryway to the City, with a broad, tree-lined boulevard exemplified by the Esplanade between Big Chico Creek and Lindo Channel (see Figure 3.2).

This could be accomplished in several ways. For example, the City could require additional dedication for street widening from parcels on the east side of the Park Avenue railroad tracks, from East Twentieth Street to East Park Avenue. An additional landscaped 20-foot front yard and ample off-street parking should be required for an industrial use permit in this area. Subsequent to the development of two northbound traffic lanes on the east side of the tracks, one or two lanes on the west side would become available for landscaping and reuse. At that time, the City may find it desirable to lease several feet of right-of-way to landowners on the west side of Park Avenue for development of landscaped entrances



TYPICAL SECTION



PARK AVENUE IMPROVEMENT: DESIGN PROTOTYPE

FIGURE 3.2

to their property. This would reduce the incidence of traffic interruptions created by trucks and cars backing from these properties directly into traffic lanes. Separated traffic, and extensive landscaping on both sides of the street and in the center strip will considerably upgrade the area's appearance. Strict control of architectural design to ensure that uses locating in this area are of high design quality should be exercised. In conjunction with any Park Avenue redevelopment scheme, plans should also be included for East Park Avenue as this particular street is the primary southern entryway into Chico from Freeway 99 and the Skyway. Completion of the improvement scheme for these areas may not occur during the twenty-year General Plan period. However, the program should commence as soon as possible, and action to preclude development which would preempt its eventual implementation is needed immediately.

Airport Industrial Park

180 acres of City-owned land to the west of the apron have long-range development potential, and should be reserved for industrial expansion. This land is not currently improved with roads or utilities, and probably will not be needed for industrial expansion in the next twenty years. The 40 acres adjacent to the apron could conceivably be required for development by 1995, and are indicated on the Target Areas Map as reserved for industries requiring direct air strip access.

Environmental Impact Reports

All new industrial and heavy commercial developments which will have a significant impact on the environment are required to produce an environmental impact report. This document can be employed as background reference material to assist in determining where such an industry may be located under the Industrial Impact Performance Standards for use permit issuance. An economic impact report, as discussed in Chapter V, may also be required if substantial new municipal service demands or employment opportunities will be generated by the development.

POLICY

ENCOURAGE SELECTED INDUSTRIES TO LOCATE IN CHICO WHICH WILL SUPPORT LOCAL AGRICULTURAL PRODUCTION AND EMPLOYMENT NEEDS.

RECOMMENDATIONS

Business Promotion

The City, CSUC, and the Greater Chico Chamber of Commerce should work together to attract new business and industry which can employ Chico's unemployed and under-employed labor force. The University now operates a part-time and permanent placement service for students, but a limited local demand for CSUC graduates exists. A more aggressive campaign by concerned groups may be able to affect this situation, and the natural attractiveness of Chico as a living environment may be used to entice professional, research, technical, and business establishments to locate in Chico. As more University-related persons move into the area, both the increase in the number of persons requiring goods and services and the increased average disposable income of the community will generate a demand for more retail products, which may provide part-time jobs that are now unavailable.

Moreover, the City should encourage the development of service-type enterprises which may provide employment for less educated and inexperienced persons. A substantial percentage of the residents in the Chico area, particularly middle-aged and older people, do not possess high school diplomas, and are qualified only for service or labor-type jobs. An increase in the number of service employment opportunities in the area, particularly in tourist-related fields such as motel maintenance and eating and drinking places, may help reduce unemployment among these people.

Agriculture-related industrial enterprises, such as processing plants for local crops and industries which compost or recycle wastes for enriching agricultural soils, should also be actively solicited and encouraged to hire available local workers. These kinds of industry are particularly desirable tenants in rich agricultural areas because they reinforce the agricultural production capabilities while working to preserve the valuable soils and natural resources and providing employment opportunities.

IV. TRANSPORTATION

The thrust of this chapter is directed towards achieving a balanced transportation system, which ensures convenient access for all Chicoans, serves the proposed patterns of land use, and minimizes disruption of the environment. Discussion focuses on: 1) the implementation of a coordinated multi-model transportation system accommodating private and public motor vehicles, bicycles, and pedestrians; 2) the scenic enhancement of the highway landscape; 3) the abatement of noise generated by transportation systems; 4) safety; and 5) separation of modal systems.

The directions of growth and land use the City of Chico pursues are inseparable from the transportation systems it supports. In the past, Chico's residents have relied heavily on the private automobile for transportation within the urban area. While the private automobile may remain the predominant mode, it is imperative that the community make provision for alternative modes, both to serve residents who lack the use of an automobile or who prefer to walk or ride bicycles, and to address the problems of congestion, noise, fuel availability, and air pollution.

A. STREETS AND HIGHWAYS

1. MAJOR STREETS

The freeway, Mangrove Avenue, and the Esplanade-Park corridor link the principal trip generators (downtown, the University campus, North Valley Plaza, and South Park Avenue), and provide direct access to most of the commercial, service, and industrial areas of the City. These three spines, together with State Route 32, will continue to function as the major traffic carriers for the Chico urban area. Circulation problems occur primarily where east-west movements intersect with these spines. This is particularly true in the downtown area, where traffic from Mangrove, the Esplanade, and Park converge with University-related traffic,

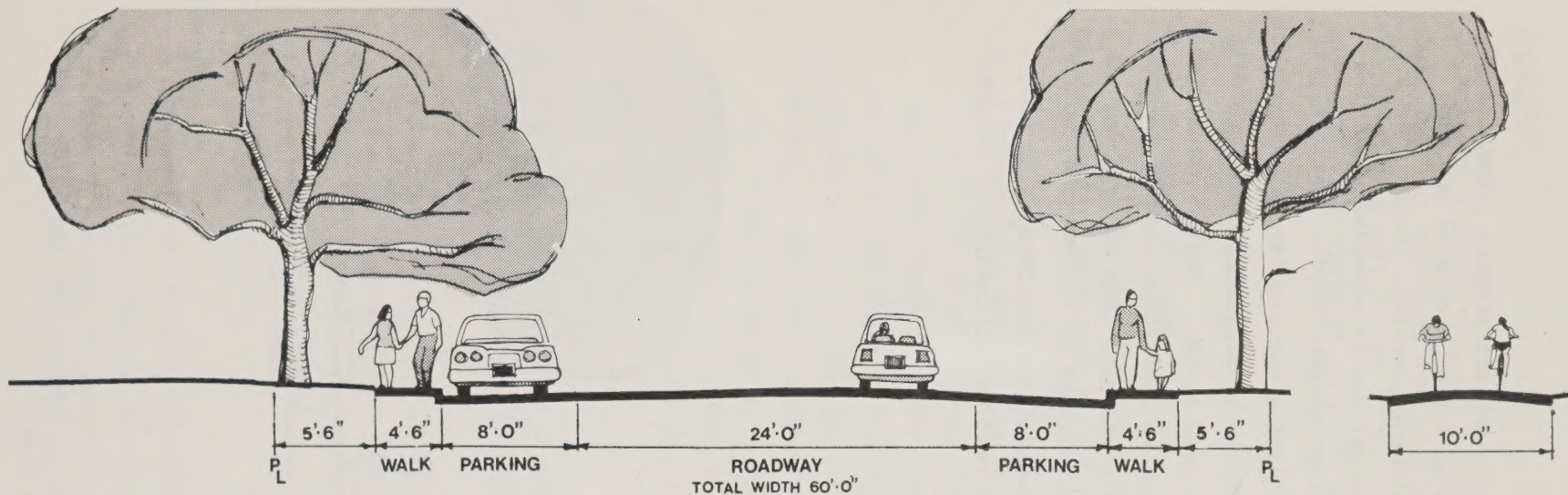
intra-neighborhood traffic, goods movement traffic, and all are complicated by bicycle and pedestrian movements.

The major access between the freeway and Route 32 along the western edge of the City is the Eighth-Ninth Street one-way couplet, which bisects residential neighborhoods and exposes the residents to high noise levels and undesirable volumes of traffic. Also, since the large trucking and warehousing concerns are located in the vicinity of South Park Avenue and along Orange Street adjacent to the railroad, much of the local goods transfer traffic utilizes the couplet or other streets in the neighborhood south of the University. Further southward expansion of the University and increased residential densities will aggravate this problem.

Efficient circulation is hampered in the peripheral urban area by friction points needlessly created along major streets. Arterials such as Mangrove Avenue and East Avenue are fronted by commercial and residential uses with multiple points of access directly onto the street, thereby causing friction with through-traffic. On South Park Avenue, the potential exists for hindrance of the traffic flow, due to automobiles backing out from private parking areas immediately adjacent to the right-of-way.

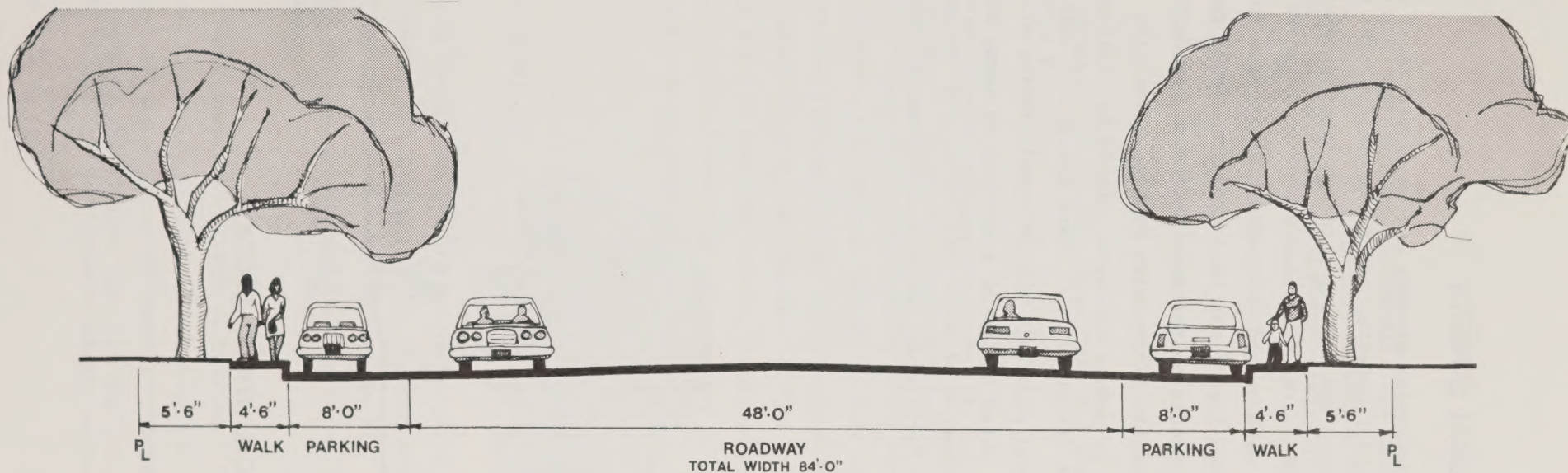
The designation of existing streets and proposed alignments on the General Plan Map indicates the traffic function they are intended to serve, as well as their relationship to adjacent land uses. Major elements of the traffic circulation system for the Chico General Plan are shown in Figure 4.1 and are classified as follows:

- Freeway -- A limited access and high-speed road serving inter- and intra-regional movements with no interference from local street patterns;
- Arterial -- A street carrying the vehicular traffic of local and collector streets to and from freeways, and other major streets, with protected inter-sections; and generally providing direct access to abutting property;
- Collector -- A street which collects and distributes vehicular traffic moving between arterial streets and local streets and which generally provides direct access to abutting properties.



Four 12' travel lanes may be required to satisfy traffic needs, in some instances.
COLLECTOR STREET SECTION

BIKE PATH SECTION



Two or six 12' travel lanes may be required to satisfy traffic needs, as well as a 16' parkway median.

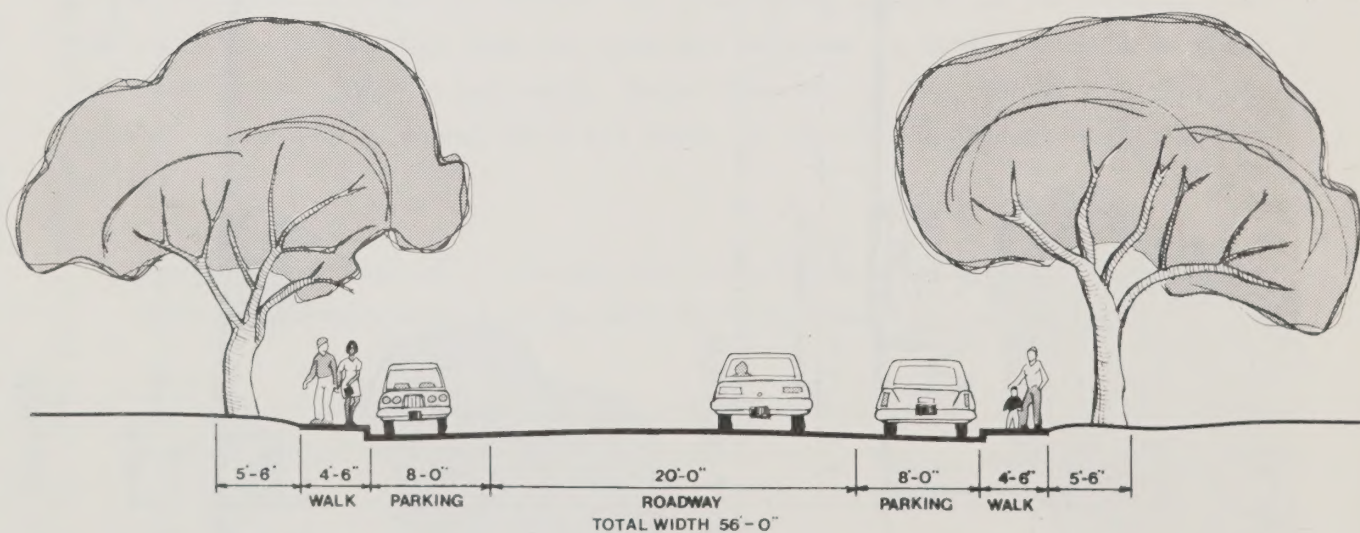
4-LANE ARTERIAL SECTION

If bikeway facilities require use of public streets, delete parking and use parking lanes as one way bike lanes.

FIGURE 4.1

2. LOCAL STREETS

The remaining streets can be termed local streets which are streets other than collector streets, arterials or freeways, providing direct access to abutting property and serving local as distinguished from through-traffic (see Figure 4.2). In Chico, the discrepancy between intended and actual use is especially problematic with regard to residential streets in the older neighborhoods. While a grid pattern layout may have served a useful function during the nineteenth century, it now encourages through-traffic on residential streets by providing motorists with accessible alternative routes, especially during peak hours.¹ Design precautions, such as street closures, should be utilized to ensure that these streets remain truly "residential." Even though all existing streets have been depicted on the General Plan Map, the selected closing of certain streets is recommended; potential sites should be evaluated in terms of multi-modal traffic considerations, the absence of major utilities, and the need for residential infilling, neighborhood facilities, and community renewal projects.



LOCAL STREET SECTION

FIGURE 4.2

1. The use of local streets for through-traffic is further abetted in Chico by generous rights-of-way, usually 66 feet and 82½ feet.

POLICY

INSURE THAT THE EXISTING AND PROPOSED CIRCULATION SYSTEMS ACCOMMODATE THE MULTI-MODAL TRAFFIC FUNCTIONS THEY ARE INTENDED TO SERVE WITH A MINIMUM ADVERSE IMPACT ON THE ENVIRONMENT OF THE CITY. COORDINATE ALL SYSTEMS TO MAXIMIZE SAFETY AND EFFICIENCY AND MINIMIZE CONFLICT BETWEEN MODES.

RECOMMENDATIONS

Major Circulation Changes

The street classification system is indicated on the General Plan Map, and the following major proposals should be studied further:

- A Walnut-Park bypass, connecting Walnut Street and East Park Avenue, and providing a direct linkage between Highways 32 and 99. Through-traffic, especially truck movements, would be reduced in the residential areas bisected by the Eighth-Ninth Street couplet. The implementation of this bypass should be phased subsequent to the Warner-Ivy realignment and the extension of East Park Avenue. Since a grade separation may be required at the junction of the bypass with the Southern Pacific Railroad tracks, consideration should be given to linking Walnut and Cherry Streets in the vicinity of the Eighth-Ninth Street couplet, where a grade separation may also be necessary.
- Creation of two one-way couplets in the central business district to support an overall program to revitalize the downtown.
- A new East Chico arterial alignment is designated to service anticipated residential development, and to provide access for intra-City traffic east of the freeway, thus reducing the need for an automobile bridge across Big Chico Creek at Forest Avenue, and the attendant disruption of the Bidwell Park environment.
- An additional freeway interchange at East Twentieth Street is indicated to provide direct access for anticipated industrial development west of the freeway and for residential and commercial development to the east, while also providing access to the Walnut-Park bypass.

- The extension of Warner Street from 6th Avenue to Holly Avenue is indicated to provide access for traffic in the area north of the CSUC campus. Prior to the Warner Street extension, the Warner Street realignment between Sacramento and First Street must be implemented. At present, this section of Warner Street experiences much congestion as a result of heavy pedestrian, bicycle and automobile traffic. Without the realignment, the extension would only serve to aggravate the existing condition.

Neighborhood Disruption

Protect the character of residential neighborhoods by discouraging through-traffic on local streets.

As an example, the area south of the campus, where, due to the heavy traffic between Ivy Street (the only road which traverses the University campus) and the greater downtown area, Second, Third, Eighth, and Ninth Streets have been designed as arterials, and Fifth Street as a collector. Fourth, Sixth, and Seventh Streets should be limited to residential access only. Consideration should be given to closing segments of these three streets, both to discourage through-traffic and to provide an opportunity for residential infilling or for neighborhood parks, bike routes, or parking.

Arterial Friction Points

Eliminate unnecessary friction points along major arterials by appropriate design and land use controls. New residential construction along any arterial, especially Mangrove Avenue and Eighth and Ninth Streets, should orient toward adjacent residential streets and be denied direct access to the arterial wherever possible. Street beautification programs, such as widening South Park Avenue, should also include the removal of inadequate parking areas which front on the arterial and impede the traffic flow.

Programs

- Develop programs that encourage people of all ages and incomes to use non-automobile modes of transportation. Strong programs that result in good design, safety, convenience, proper maintenance, and aesthetics of facilities will encourage people to use alternate modes.
- All planning must include vigorous education programs to inform the public of the values of using and having a variety of transportation modes and routes

that maximize safety and convenience and minimize conflict.

Bidwell Park Crossing

There are to be no additional motorized vehicular crossings of Bidwell Park.

B. PUBLIC TRANSPORTATION

In recent years public attitudes toward mass transit have grown more favorable, and increasing State and federal revenues have been directed toward the planning and implementation of multi-modal transportation systems. In California, the "Transportation Development Act of 1971"¹ imposed a sales tax on gasoline, and allowed these funds to be used for public transit subsidization.

If Chico is to realize its community development objectives, it will of necessity require a public transit service. The needs of the low-mobility sector, that is, those without automobile access and possibly restrained by age or physical handicap, must be accommodated. Public costs incurred by such an operation should not necessarily be borne by the County rural residents outside the Chico urban area who are not eligible for the benefits, nor by Chico citizens alone. Rather, the service should be directed at, and financed by, all Chico urban area residents.

POLICY

DEVELOP A PUBLIC TRANSIT SYSTEM RESPONSIVE TO THE NEEDS OF THE GREATER CHICO COMMUNITY. ACTIVELY PROMOTE THE SYSTEM AS AN ALTERNATIVE TO AUTOMOBILES.

RECOMMENDATIONS

Public Transit District

The City should initiate action to create a public transit district to serve the entire Chico urban area. This can be done through the establishment of a County service area which is essentially a funding mechanism: the California Government Code, Sections 25210.1 through 25216, authorizes the creation of a County

1. Chapter 1400, Statutes 1971, commonly known as "SB 325."

service area for the provision of a special service to an area not coterminous with an existing jurisdictional boundary.

Generally, a County service area including both incorporated and unincorporated areas, such as the Chico urban area, is established upon approval of the Butte County Local Agency Formation Commission (LAFCO), and by a resolution with the consent of the City Council and Board of Supervisors, in accordance with the terms of a joint powers agreement between the two legislative bodies. The joint powers agreement and resolution of consent must specify which entity or entities is responsible for the administration of the district, the district's proposed boundary, its functions and powers, costs and financing, and finally, any proposed tax levy or bond resolution. No County service area can be established that will create an increase in the property tax levy without a vote of the residents of the prospective County service area.

LAFCO policy prohibits the formation of special districts within any city's ultimate sphere of influence, "except in unusual cases."¹ Given the impracticality of operating a public transit system within the City of Chico's meandering boundaries alone, the financial hardships which would thus accrue, and the deprivation of the service to urban area residents outside the City limits,² a strong argument can be forwarded for the designation of a public transit district as an "unusual case."

Objections to the formation of County service areas generally focus on: the alleged inefficiency of single purpose governments as compared with units of general purpose government, such as a city or county; and, on the part of residents of the prospective county service area, any proposed increase in taxes that may result. However, as long as those needing public transit service live throughout the Chico urban area on both sides of the corporate limits, and have destinations both inside and outside of the City boundaries, a County service area to provide public transit is necessary and desirable, unless a private transit company emerges and is granted a franchise, which is not likely.

1. Memo to LAFCO from C.C. Michelson, Butte County LAFCO Executive Officer, January 26, 1973, p. 3.

2. Origin and destination surveys conducted by the City of Chico, City Manager's Office, indicate that patronage of "Your Bus" was evenly divided between the incorporated and unincorporated portion of the Chico urban area.

In response to the argument regarding increased taxes, financing schemes are available which offer alternatives to increasing the property tax levy. For example, utilizing the proposed expenditures of \$107,610¹ for "Your Bus" in FY 1974-75 as a hypothetical case, the necessary revenues could be derived from:

<u>Fares @ 25¢/passenger</u> ¹	\$ 15,238
City and County shares of <u>SB 325 funds</u>	60,279
City and County shares of <u>Federal-Aid Urban System Funds</u>	32,331
	<u>\$107,848</u>

This budget assumes that the City of Chico will assume responsibility for the operation of the public transit district, in accord with the terms of a joint powers agreement with the County. Thus, any additional administrative costs will be borne by the City. Likewise, the budget assumes that both the City and County will divert 25 percent of their share of Federal-Aid Urban monies towards the purchase of buses.

Finally, this example does not intend to discount other sources of potential revenue, but rather demonstrates that the service can be funded without introducing bonds or tax levies. The Urban Mass Transit Administration (UMTA), a division of the federal Department of Transportation, provides grants and loans for mass transit capital expenditures and related research and demonstration projects. UMTA capital grants for FY 1973 totalled more than \$800 million nationwide, with many cities in California as recipients. The City of Chico is considering application for a capital grant, and should be encouraged in its effort, especially given the emphasis of the "Your Bus" program on a demand-responsive service for the elderly and the handicapped.

Mixed Public Transit System

Develop public transit facilities that include the appropriate mix of fixed route and demand responsive service. The particulars of the mix must be responsive to the diversified character of the population. The system must reflect

1. As determined by the City Manager's Office.

daily and seasonal fluctuations and long term changes in the economy and geography of Chico.

Present and future public transit should be continually monitored and evaluated for possible improvements in service to the residents of the Chico urban area.

C. BICYCLES

1. EXISTING CIRCUMSTANCES

For the Chico urban area, bicycles constitute a major transportation mode, and reduce dependence on the automobile; for the greater Chico community, bike riding, as well as hiking and horse riding, comprise viable recreational opportunities. Chico, with a favorable year-round climate, encourages the current interest in bicycle travel, and, as a university town with relatively flat terrain, particularly reinforces this interest. Given the large number of bicycles in the Chico urban area,¹ adequate bicycle facilities must be provided to furnish bicyclists with direct access between principal destination points while minimizing conflicts with automobiles and the risk of serious accidents.

Bicyclists in the Chico urban area are particularly hampered in their movements by the restricted points of access across the creeks and the freeway. These routes usually coincide with the major carriers of automobile traffic, and intolerable conflicts result. A safe and convenient bicycle movement from the university area to North Valley Plaza is difficult, since the only direct route, Mangrove Avenue, is one of the most heavily travelled streets in Butte County. Furthermore, the Cohasset overpass, and the Camellia and Pine Street bridges, probably the most critical points of vehicular access in Chico, afford no room for bicyclists. Beyond the urban area, few multi-purpose recreational trails exist, despite the many scenic opportunities offered by the varied landscape of the Sacramento basin.

1. Approximately 10-15,000 bicycles. See DUNCAN & JONES, "Basic Studies and Analyses," op. cit., p. V-10.

2. BICYCLE FACILITIES

Bicycle facilities are usually categorized by the degree to which they separate bicycle movements from the traffic flow of other modes. The most common designations include: bikeways, indicated by signs on existing streets; bike lanes, indicated by signs and striping on existing streets; and bike paths, consisting of a completely separated right-of-way for the exclusive use of bicycles. Together with selecting appropriate facility types, the City should especially consider the treatment of transition areas: often, bicycle facilities will be terminated at intersections, bridges, or points of narrowing road width, thus creating more traffic and safety problems than they resolve. Likewise, unnecessary traffic violations frequently occur due to the absence of any programs to educate the citizenry and visitors on the use of bicycle facilities.

Criteria for choosing the type of bicycle facility design depend on the volume of bicycle traffic, physical and operational constraints, and the level of public interest and funding. While the signing of secondary streets as "bike routes" demonstrates civic interest, these bikeways will not be heavily travelled unless they happen to coincide with routes of direct access. Since bicyclists rely on their own motive power, they are reluctant to go far out of their way to reach a destination, except for recreational pleasure cycling. A system of bicycle facilities which discourages cyclists from the alignments of direct access will serve little purpose, irrespective of minor incentives or disincentives to the contrary.

Bike lanes generally improve the flow of both bicycle and automobile traffic and are suitable for streets with moderate motor vehicle volume and low speed limits. Preliminary studies indicate that bike lanes also significantly reduce mid-block accident rates,¹ although opponents also charge that bike lanes provide the cyclist with no physical protection, and reduce the "shy distance" given by motorists.

1. See "Davis Bicycle and Circulation Study," De Leuw, Cather & Company, 1973, and "Bikeway Planning Criteria and Guidelines," prepared by the Institute of Transportation and Traffic Engineering, UCLA, 1972.

In Chico, as elsewhere, the majority of severe bicycle collisions with automobiles and pedestrians occur at intersections.¹ Regardless of the type of bicycle facility utilized between block-ends, such conflicts will continue unless special provisions are enacted at hazardous intersections. Even though facilities such as bicycle underpasses, special signalization, independent paths, and bicycle left turn lanes represent expensive options,² their implementation at critical access areas is essential. The relative expense in comparison to facilities for autos is considerably smaller.

POLICY

DEVELOP A SYSTEM OF BICYCLE FACILITIES THAT PROVIDES, WHERE POSSIBLE, SEPARATE ACCESS TO MAJOR DESTINATIONS AND ASSURES THE SAFETY OF ALL.

RECOMMENDATIONS

The routes designated on Map 5 should be used as a guide in the development of an overall bicycle facilities program which will eventually serve the entire Chico area. Because many of the future routes are shown as conceptual "flow corridors" rather than specific designated routes, varying traffic patterns and treatment alternatives will have to be subsequently studied to insure that safe and convenient routes will be provided. The following recommendations emphasize priority areas within the framework of a unified bicycle facilities program.

Priority Facilities Plan

As part of a unified bicycle facilities program, the City should adopt a priority facilities plan to provide safe and convenient access to the most important destination points for cyclists. Such points should include the primary and secondary schools, CSUC campus, CBD, and the North Valley Plaza shopping area.

New Subdivision And Major Street Changes

The dedication of bicycle path rights-of-way and the construction of bike paths separate from streets must be incorporated in all new subdivision developments

1. For an analysis of high bicycle accident frequency locations in Chico, see "Chico Bicycle and Pedestrian Safety Program" D. Jackson Faustman, June 1973.

2. Expensive only in terms of previous expenditures for bicycle facilities, which usually are negligible.

BIKEWAYS

-  EXISTING
-  PLANNED ADDITION
-  FUTURE DESIRE LINE
-  SCHOOL
-  COMMERCIAL
-  GREEN BELT



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where appropriate, and be coordinated with the overall bike system. (Bike systems must be considered, along with streets, pedestrian sidewalks, and utility corridors, which has not been the case in the past.)

Major bike routes should not be planned along major auto collector or arterial roads. Exceptions to this general policy might be considered if the routes are constructed as separated bike paths and then only when there are not safe and convenient alternate routes on adjacent side streets or property.

Bicycle Storage Facilities

Provide bicycle storage facilities in the central business district and in other areas of high trip generation. Several bicycle parking areas consisting of concrete blocks have been installed on sidewalks in the downtown area. While providing a limited solution to bicycle parking problems, these facilities often interfere with the pedestrian flow. Bicycle racks should be installed by the City in the municipal lots. Such an investment is reasonable, especially when compared to the capital and maintenance expenses of an automobile parking lot.¹ As a further convenience, these bicycle parking facilities may be equipped with locks, which cost would be covered by a nominal user's fee.

Require that bicycle parking space and stands be provided in apartment complexes, conveniently located on major commercial, professional office, industrial, and education sites, and other areas of high demand of bicycle parking. Such facilities, along with good routes, will help to foster bicycle use. Covered lockable storage or parking is especially recommended in apartment complexes. Such facilities could be a partial replacement for the existing requirements of two automobile parking spaces.

Funding

While this set of proposals represents an ambitious and long range goal, various combinations of funding should be explored, to include: a) an enthusiastic program of bicycle registration -- if the roughly 15,000 bicycles in the Chico area were assessed an annual \$2.00 registration fee, approximately \$26,000

1. Roughly 10-15 bicycles can be stored in the area occupied by a full-sized automobile.

would be potentially available yearly for bicycle facilities;¹ b) utilization of SB 325 funds -- up to two percent of the allocations can be applied to bicycle and pedestrian facilities; c) recreation fees to be included in the University fee schedule; d) the City or County to match from general revenue funds on a dollar for dollar basis, the bicycle registration fees from residents in the Chico urban area.

POLICY

DEVELOP A SYSTEM OF MULTI-PURPOSE RECREATIONAL TRAILS TO ACCOMMODATE BICYCLES, PEDESTRIANS, AND EQUESTRIANS.

RECOMMENDATIONS

Bidwell Park

Effectively utilize North and South Park Drives to safely accommodate nonmotorized transit. Two options would be: a) to restrict automobiles to North Park Drive only -- South Park Drive would accommodate two-way bicycle, pedestrian, and equestrian traffic; or b) to provide bicycle paths adjacent to North and South Park Drives -- North Park Drive would remain open to two-way, and South Park to one-way automobile traffic.

In either alternative, bicycle access should be provided across Big Chico Creek, to encourage bicyclists to use the park drives as an alternative to Vallambrosa Avenue or East Eighth Street for intra-city traffic.

Regional Trails

Coordinate recreational trails in the Chico urban area with a regional trails network, utilizing greenways adjacent to the watercourses, usable County road rights-of-way, abandoned railroad rights-of-way where appropriate, and other routes of scenic value. The Chico Area Recreation and Park District Master Facilities Plan, the Butte County General Plan, and the Bidwell River Park Feasibility Study (conducted by the State Department of Parks and Recreation), all indicate trails adjacent to Big Chico, Little Chico, and Mud Mile Dam area in Bidwell Park. Likewise, bike paths and lanes are proposed in the Scenic Highways Element currently being developed by the Butte County Planning Department.

D. SCENIC HIGHWAYS

In 1963, the State Legislature established the California Scenic Highway Program, together with a Master Plan for State Scenic Highways. The Scenic Highway Element of the General Plan, "for the development, protection, and establishment of scenic highways," technically responds to the provisions of this legislation and applies to those state routes designated as eligible on the Master Plan. To date, few eligible routes have merited official approval by the State, due to factors of ambiguous program criteria, a complicated process of review, and lack of incentives.¹ None of the state routes in the Chico area appear on the Master Plan; moreover, an act of State Legislation is required to adopt any new "eligible" routes.

Nevertheless, the goal of conserving and enhancing visual amenities is worthwhile in and of itself, regardless of eligibility for the state program, which is itself of little direct value. To provide direction, recommendations will focus on conserving and enhancing the visual amenities afforded by State Routes 32 and 99; these mechanisms, in turn, can also be applied to other City and County roads, being wholly consistent with the elements of the General Plan.

The corridors of State Routes 32 and 99 provide motorists with views of Chico's urban character amid a relaxed rural atmosphere. North of East Avenue, the distant foothills are visible from Route 99, while Route 32 offers immediate views of vast orchards and rural homesites on the City's western periphery. A motorist's view on entering Chico via Route 99 is marred, however, by general urban clutter, obtrusive billboards, and off-premise signs, most of which advertise motels and service stations.

California Park's excavations are an eyesore for travellers on Route 32 east of the freeway. However, Nord Avenue-Hamilton City Highway, north of Sacramento Avenue to just beyond Muir Avenue, is the most visually blighted segment of Route 32. Haphazard, illogical and dilapidated commercial structures, together

1. The only benefits to accrue are the signing of the route and possible consideration at a later date for the rest or information areas.

with unscreened junk stored on private lots, diminish the pleasure of driving on this route and present a very poor image of the community to entering visitors. Within the remainder of the urbanized area, the scenic qualities of State Routes 32 and 99 are augmented by extensive tree planting and landscaping, especially the rows of mature trees fronting on Walnut, Eighth, and Ninth Streets.

POLICY

PROTECT AND ENHANCE THE SCENIC QUALITIES OF STATE ROUTES 32 AND 99 AND OTHER MAJOR ENTRYWAYS TO THE CITY.

RECOMMENDATIONS

New Development

Restrict new development along Nord Avenue, north of the commercial center and high density residential uses at the intersection of Nord and Sacramento Avenues (see General Plan Map). While the segment of Nord Avenue between Big Chico Creek and Sacramento Avenue is recommended for commercial development, the uses adjacent to Nord Avenue north of Sacramento should remain in agricultural cultivation and rural homesites. Furthermore, all new commercial development adjacent to Routes 32 and 99 should be adequately landscaped.

Roadside Advertising

The Chico Chamber of Commerce and other local business associations should initiate a consolidated advertising program, especially to regulate signs which promote visitor services such as motels, drive-in restaurants, and service stations. "Gateway" signs listing the variety of services available to motorists should be located at the entrances of the City on State Routes 32 and 99 as a convenience to visitors. The recently adopted City of Chico sign ordinance permits such business directory billboards, subject to approval by the City Planning Commission and the City Council.¹ Ideas for the design of these signs could be submitted in a contest open to area residents.

Necessarily, any program of sign regulation along Highways 32 and 99 will require the full cooperation of Butte County. It is strongly urged that Butte County

1. City of Chico Code, Ordinance 1094, Section 19.8.

adopt a sign ordinance similar to the City's, to require the removal of off-premise signs.

Tree Removal

Prohibit the removal of large and mature trees by private and public development along all streets, wherever possible. Any new construction should be sited so as to preclude uprooting the rows of trees which form the heart of Chico's landscape.

Earthmoving

Regulate any excavation or grading operations and assure, where possible, the restoration of the topography and vegetation to its natural state. Excavations such as the tailings at California Park should be removed, or recontoured and landscaped.

Utility Undergrounding

Evaluate the feasibility of undergrounding the existing overhead utility lines along Nord Avenue. Due to the extensive tree planting, the overhead utility lines are not particularly unsightly. However, the City of Chico is considering the undergrounding of utilities along Mangrove, Vallambrosa, East First Avenue, and streets within the airport park. (Pacific Gas and Electric maintains a fund to finance its share.) Also, a program to widen Nord Avenue is currently under consideration by the City of Chico, Butte County, and the State Department of Transportation (CalTrans); if practical from an engineering and economic standpoint, utilities undergrounding along Nord could be programmed to coincide with this construction.

E. TRANSPORTATION NOISE CLIMATE

According to State legislation,¹ the Noise Element of the General Plan requires identification of the noise levels associated with major transportation systems, and subsequent interpretation based on compatible land use and appropriate route selection. In the Chico urban area, three sources of noise pollution are analyzed: vehicular traffic on State Routes 32 and 99, railroad operations on the Southern

1. Government Code, Section 65302, g.

Pacific Railway, and air traffic in the vicinity of Chico Municipal Airport. For other noise problems, such as excessive noise levels generated by heavy industrial uses, the standards set forth in the recently adopted City of Chico Noise Ordinance provide an effective mechanism for noise measurement and enforcement.

An articulation of noise abatement priorities necessarily accompanies any evaluation of the noise climate. The following table lists priority categories based on the noise level standards adopted by various federal, state, and local agencies. These exterior noise levels represent minimum criteria, to act as precedent for any further regulation that community attitudes might warrant. A discussion of noise measurement, the interpretation of the noise contours, and noise control procedures appears in Appendix H.

Table 4.1 NOISE ABATEMENT PRIORITIES

<u>Priority</u>	<u>Land Use</u>	Maximum Acceptable Exterior Noise Level in L ₁₀ and CNEL ¹
1	Hospitals, convalescent and other long-term medical homes, and schools.	55 dB(A)
2	All residential and open space uses, including parks and open space.	65 dB(A)
3	All commercial uses	65 dB(A)
4	Industrial and warehousing uses	75 dB(A)

1. HIGHWAY AND RAILROAD NOISE

These criteria of acceptable noise levels, when compared with the highway and railroad noise contours depicted on Maps 6 and 7,² indicate several locations

1. CNEL and L₁₀ scales are methodologies used to integrate individual noise readings and are assumed similar for this analysis (see Appendix H). Although several attempts have been made to provide reliable correlation coefficients between the two scales, no known widely accepted formula exists at this time. Any standards adopted by the City of Chico should reflect new correlations that may emerge.

2. The limited number of operations on the Sacramento Northern Railroad does not warrant noise contours.

HIGHWAY NOISE

CONTOURS OF PROJECTED NOISE LEVELS, 1995,
IN THE VICINITY OF STATE ROUTES 32 AND 99.

INTERVALS ARE EXPRESSED IN L_{10} -dB(A)

• • • 45
• • • 55
• • • 65
• • • • • 75

NOTE: THE NOISE CONTOURS ON THIS MAP DO NOT INCLUDE NOISE SOURCES OUTSIDE THE RIGHT-OF-WAY; DO NOT INCLUDE ATTENUATION DUE TO BUILDINGS AND BARRIERS; AND ARE SUBJECT TO A RANGE OF ± 3 dB(A). THE RECEPTOR IS ASSUMED TO BE 5 FEET ABOVE EXISTING GROUND.

SOURCE: STATE OF CALIFORNIA, DEPARTMENT OF TRANSPORTATION DISTRICT 03, NOISE CONTOUR MAP, MAY 1974.

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RAILROAD NOISE

CONTOURS OF EXISTING NOISE LEVELS IN THE
VICINITY OF THE SOUTHERN PACIFIC RAILWAY.

INTERVALS ARE EXPRESSED IN CNEL

• • • • •	45
• • • • •	55
• • • • •	65
• • • • •	75

NOTE: THE NOISE CONTOURS ON THIS MAP DO NOT
INCLUDE NOISE SOURCES OUTSIDE THE RIGHT-OF-WAY;
DO NOT INCLUDE ATTENUATION DUE TO BUILDINGS
AND BARRIERS.

SOURCE: CONTOURS FOR THE SOUTHERN PACIFIC
RAILWAY. DEVELOPED BY DUNCAN & JONES WITH
BACKGROUND INFORMATION SUPPLIED BY ASSESSMENT
OF NOISE ENVIRONMENTS AROUND RAILROAD
OPERATIONS, WYLE LABORATORIES, JULY 1, 1973.

**CITY OF
CHICO,
CALIFORNIA**

**GENERAL
PLAN
PROGRAM
1973 - 1976**



FEET 0 1000 2000
METERS 0 240 480



DUNCAN & JONES



of severe noise pollution. Residential areas between Eighth and Ninth Streets are exposed to 80 dB(A) and even 85 dB(A). Likewise, the residential land uses between State Route 32 and the Southern Pacific Railway are subject to 75 dB(A) and probably to higher levels when peak highway and railroad noise occur simultaneously.

A number of essential community facilities lie within the 55 dB(A) contours: Jay Partridge, Neal Dow, and Chapman Schools, and Chico Community Hospital fall within the 55 dB(A) interval along the freeway, while the Rosedale and Oakdale schools are within the 65 dB(A) contour along State Route 32. On-site monitoring of these sites should precede any noise abatement measures, so as to determine existing attenuation that may result from the intervening structures. Also, the proposed extension of State Route 32 between Walnut Street and East Park Avenue will reduce the flow of through-traffic on Eighth and Ninth Streets, especially large trucks, which contribute most significantly to an unacceptable noise climate.

2. AIRPORT NOISE

Map 8 indicates the 65 and 70 CNEL¹ contours for Chico Municipal Airport as determined by the Federal Aviation Administration (FAA).² (See Appendix H for a discussion of the data base and assumptions used in evaluating airport-related noise.) The area designated for potential low density residential development in northeast Chico (approximately 1¼ miles from the end of the runway) thus falls outside the 65 CNEL contour, that is, it would be exposed to noise levels less than 65 CNEL.

However, in assessing airport noise, the CNEL methodology, which is essentially a means of averaging individual noise events, should be especially viewed as a guide rather than as a precise and definitive assessment of noise impact. This is particularly true in Chico, where the single event noise levels associated with the DC-9 aircraft, and with the larger airtankers, can and do annoy residents

1. The State Division of Aeronautics has adopted the 65 CNEL value as a noise impact boundary; residential development would be unsuitable for areas exposed to noise levels of 65 CNEL or greater.

2. Letter from Frederick Isaac, Chief, FAA Airport District Office, Burlingame, California to the City of Chico, December 9, 1975.

who live in the airport vicinity. The CNEL evaluation is particularly limited in situations such as Chico's, where there are relatively few flights in a day. Therefore, recognition must also be given to the importance of single event noise levels.

It is proposed that low density residential development be permitted in North-east Chico, in the area so designated on the General Plan Map, in light of three considerations: a) the importance of this area as land suitable for development, especially as a necessary alternative to development on prime agricultural soils; b) the fact that this area falls outside of the 65 CNEL boundary, indicating that the overall noise exposure is within normally acceptable limits; and c) the very high level of noise reduction that can be achieved through building construction techniques, so as to minimize the indoor noise levels, and consequently any annoyance due to the few noisy flights which occur each day.

POLICY

REDUCE, AND WHEREVER POSSIBLE ELIMINATE, THE EXPOSURE OF LOCAL RESIDENTS TO UN-ACCEPTABLE LEVELS OF NOISE GENERATED BY THE MAJOR TRANSPORTATION SYSTEMS.

RECOMMENDATIONS

Noise Enforcement

Develop a program of noise monitoring and enforcement, to include the tition of a person assigned responsibility for noise abatement, and the purchase of sound level measuring instruments. Any expression of acceptable noise level standards is only as effective as its implementation. The City of Chico should designate an existing staff person trained in noise measurement techniques, to:

- a) perform on-site testing of noise sources;
- b) assist other departments in applying policies congruent with community noise standards;
- c) process complaints;
- d) collect and disseminate authoritative information on the effects of noise and noise control throughout the community; and
- e) enforce the provisions of the City of Chico Noise Ordinance.

Noise Insulation

Require adequate noise insulation for new residential construction upon verification of the noise climate by on-site testing, as part of the Environmental Impact Report, especially for: a) any new residential development north of East

AIRPORT NOISE

CONTOURS OF EXISTING NOISE LEVELS, 1975,
IN THE VICINITY OF CHICO MUNICIPAL AIRPORT.

INTERVALS ARE EXPRESSED IN CNEL.

• • • 65

• • • • • 70

CHICO
MUNICIPAL
AIRPORT

70

65

SYCAMORE CREEK

EATON RD.

COHASSET RD.

SOURCE: FEDERAL AVIATION ADMINISTRATION (FAA),
AIRPORT DISTRICT OFFICE, BURLINGAME, CALIFORNIA,
DECEMBER 9, 1975.

CITY OF
CHICO,
CALIFORNIA

GENERAL
PLAN
PROGRAM
1973 - 1976



FEET 0 250 500
METERS 0 60 120



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Avenue; b) the neighborhood south of Sixth Street and north of Eleventh Street; c) the neighborhood east of Oak Street and west of Cherry Street; and d) new residential development that may occur adjacent to the Southern Pacific Railroad right-of-way and the freeway, or along the Walnut-Park bypass.¹

The degree of insulation will depend on the level of noise reduction desired. For example, greater noise reduction is required to achieve levels suitable for sleep than for levels compatible with normal conversation. Thus, insulation criteria may differ for the airport vicinity, where no night time operations occur, than for the area adjacent to the railroad, where trains can pass at any time of the day or night. Normal wood frame construction, which generally reduces exterior noise levels by roughly 20 dB(A), may prove sufficient in some cases, while modified construction techniques (acoustical doors, double windows, vent baffling, air-conditioning, etc.) may be necessary in the more severely impacted areas. By requiring acoustical analyses as part of the Environmental Impact Report process, the City of Chico can address the particular noise problems associated with the three major transportation systems, as well as adjust criteria upon solidification of community attitudes toward noise.

Noise Shielding

Shielding along the freeway, the Walnut-Park bypass, and the Southern Pacific Railroad should be considered where residential uses would be impacted, and where feasible from an engineering and economic standpoint. Noise shielding, such as a wall or a combination berm-wall, should especially be considered along the freeway, between Little Chico Creek and the Skyway interchange, where the roadbed is at grade level (offering no protection from vehicle noise emissions), and where a number of residences could be potentially affected.

Noise Monitoring

Continually test the noise climate in the vicinity of schools and hospitals as a matter of first priority, and evaluate the need for, and feasibility of, noise attenuation measures.

1. The California Administrative Code, Title 25, Chapter 1, Subchapter 1, Section 1092, requires an acoustical analysis of residential structures except detached single-family dwellings, to be located within a 60 CNEL contour; the indicated boundaries include those areas designated as suitable for new residential development on the General Plan, and which are likely to fall within the 60 CNEL contour.

V. THE PLANNING PROCESS

It is important for City officials and the public at large to recognize that the General Plan is just one instrument to be considered in what should be viewed more fully as the comprehensive planning process. The Plan will not of itself ensure the achievement of the community's objectives for Chico's future. Other parts of the planning process must also play their appropriate roles. These will include traditional land regulation devices such as zoning and subdivision ordinances, decision-making aids such as environmental and economic impact reports, target area identification, spheres of influence and capital improvement programs, in addition to more detailed planning efforts including neighborhood plans, Specific Plans, redevelopment plans, and various functional plans.

A. THE DECISION-MAKING PROCESS

These other aspects of the planning process listed above must also be viewed in the perspective of a new era of planning where the public plays a much more prominent role. It is reasonable to expect that every substantial public and private action will now be scrutinized closely in relation to its effect on the pattern of urban growth, on the environment, and on its effect in meeting housing, social, and economic needs. This increased public involvement in the planning process calls out for greater forethought and reliance on factual information, as well as for greater responsiveness to the public's desires, and for accountability for decisions made and courses of action undertaken on the part of elected officials. Possible consequences of this evolution of the planning process might include a movement away from the lay planning commission concept of public representation to broader forms of public participation; increasing reliance placed on administrative staff for the professional competence needed to make technical and design-related decisions; and efforts to improve the quality and consistency of decisions and to ensure more accountability by elected officials for broad policy decisions and major development decisions.

Chico, like every city, should periodically re-evaluate the planning process as it is conducted in the community, and the roles of the various public bodies in that process. One way to do this would be to hold one or more seminars to discuss the planning process. Members of the City Council, Planning Commission, Appeals Board, City staff, and the public would be invited to participate. An independent chairperson knowledgeable in the planning process, such as one of the University professors, should be selected to lead the discussion. A background paper with the necessary organizational charts and flow diagrams should be prepared and sent out to the participants prior to the meeting as a focus for discussion. The product of the seminar should be a resolution outlining specific adjustments to be made to strengthen and improve the planning process. The following discussion is intended as background to open the dialogue for a re-evaluation of the planning process.

1. PLANNING COMMISSION

Originally, when the concept of a lay planning commission was developed back in the 1920's, the idea was to remove land use decisions from the political process to avoid corruption and graft and to create a body of "citizen experts" who could take the time (presumably not available to city councils) to develop their expertise and who would be representative of the citizenry as a whole. Recently there has been some rethinking of the role of planning commissions. In some parts of the country a feeling has developed that questionable practices are probably more likely in public bodies which are not so "visible" and directly under the voters' thumb.¹ Concern has been expressed that since planning commissions are appointive, they are not accountable or responsive to the voters of the community.

The representativeness of typical planning commissions has also recently come under question. Very often planning commissions have come to represent only a few special interests rather than the citizenry as a whole. Now, with greater interests to be represented in a typical community, it may no longer be desirable, or even possible, to ensure adequate participation and representation to a small five- to nine-member panel. A typical expression of the recognition of this fact is that most communities do as Chico has done and create a separate, and generally much larger, body of citizens to participate in the preparation of the

1. Recent California legislation requiring full disclosure by commission members is an attempt to avoid conflicts of interest in California.

community's general plan, rather than simply leaving this up to planning commission members.

2. STAFF

In this period of increasing construction costs and demand for moderately-priced housing, efforts at streamlining the development review process are needed, while assurance of adequate public review and appeal procedures must be maintained. One approach undertaken by many cities and counties in California is to change some of the responsibilities of the Planning Commission and to delegate more decision-making authority to professional staffs who are better equipped by training and experience to make technical decisions. Under this process the position of "Zoning Administrator" or a Board of Administrative Review is often created to review at a public hearing such matters as use permits, variances, and rezonings. Some matters such as rezonings may also require City Council action, and appeals from staff decisions by the applicant or the public should always be available. However, it is generally felt that some efficiency can be realized by this process and technical judgments are likely to improve.

3. CITY COUNCIL

One of the most important factors affecting planning in the City of Chico is the appreciation by most local residents of the high quality of natural and cultural features which comprise the community, together with some feelings of protectiveness lest this quality be allowed to decline. The protective feeling is most often manifest with a threat such as an "undesirable" development proposal. At such times the local residents who feel threatened organize as rapidly as possible and confront the public agency whose particular responsibility it is to act upon the development proposal.

In recent years, this type of response has become commonplace in Chico, as elsewhere. It is not that this particular procedure is necessarily the most desirable one, but under the circumstances it is often perceived by local residents as the only possible course of action to take. City Council members are subjected to enormous pressures, thereby making their jobs (not to mention their judgments) exacerbating; developers are subjected to exasperating uncertainties and long delays; and local residents are unsettled and may develop a sense of desperation as they must organize and react on short notice. Symptomatic of

this situation are demands for stricter development controls, public meetings which erupt in emotional outbursts, law suits, one segment of the community pitted against another, and, in addition, a loss of confidence in the responsiveness of local government.

It seems appropriate in Chico, where community values are held in such high esteem and where there is justifiable concern over the impact of development proposals, that an attempt be made to avoid the undesirable situation described above. There are a number of ways of doing this and most of these, in one way or another, have to do with communications. For example, the Council should adopt comprehensive, fair, and understandable development standards; ensure that adequate public notice is provided for public hearings; be consistent in the decisions it makes so that applicants with comparable projects are treated fairly; avoid the temptation to procrastinate on difficult decisions, or to delay until public interest has waned; ensure that special interests do not receive preferential treatment; and only make decisions after the public has been heard and when there is adequate information such as an environmental impact report to support the decision. While the Council undoubtedly makes every effort already to follow these general principles, it is important to consider how existing procedures might be improved and, above all, to communicate to local residents the efforts which are being made to assure them that the planning process is being handled in an open and responsive way.

B. DETAILED PLANNING

By its nature, the General Plan addresses an extended time frame and the predominant patterns of land use, circulation, and other community characteristics. It established policy directions and outlines recommended action and procedures as bases for more detailed and time-specific analyses. Within the framework created by the General Plan it is often necessary to prepare more detailed plans for specific parts of the planning area. These more detailed plans--called Specific Plans, Neighborhood Plans, and Redevelopment Plans--are particularly important to guide development in parts of the community where significant amounts of new development or redevelopment are called for in the General Plan, such as: East Chico, Northeast Chico, South Campus, and Downtown. In these areas, more definitive programs of public and private actions are needed to ensure that incremental development decisions by individual landowners do not end up causing

future problems or blight which the City as a whole ultimately will have to lay out substantial sums to overcome.

By preparing more detailed plans it should be possible to ensure that utilities can be provided efficiently, that parks, open space, bike routes, and school sites are reserved and located properly (for example, not on the Tuscan soils), that excessive streets are not constructed which must later be maintained, that housing needs are met, and that financing of public facilities is handled in the most cost effective manner. Moreover, the preparation of more detailed plans will provide an opportunity for neighborhood residents, local business people, and landowners to participate in preparing plans which will directly affect them, while at the same time focusing attention on the desirability of stimulating the development or redevelopment of the area. Finally, detailed planning should ensure that individual developments are consistent with an overall scheme for the area, and will not create problems for adjacent landowners or preclude solutions to area problems.

The three types of detailed plans described here--Specific Plans, Neighborhood Plans, and Redevelopment Plans--are in many ways similar. For example, they all deal with sub-areas of the community, and they all are developed within the framework established by a general plan while typically involving more detailed site-specific analyses than a general plan. Although these three kinds of detailed plans share many common characteristics, there are also important distinctions between them. These distinctions are of style and emphasis, as for example the emphasis placed on resident participation and social and aesthetic values for the Neighborhood Plan for the South Campus area, as opposed to the physical improvements emphasis for the Specific Plan for East Chico where there are almost no residents. And, in addition, there are legal distinctions which affect the required content of the different kinds of detailed plans and which can bear directly on the choice of funding mechanisms to carry out the plan. The similarities as well as the distinctions between the detailed plans should become more apparent in the description in each type of plan which follows.

To assist the City in their efforts in preparing more detailed plans, "Policy Plans" providing guidelines for detailed plan content have been prepared in each instance where a more detailed plan is recommended. The intent behind these Policy Plans is to provide the City with a summary of the important factors to be incorporated into each of the detailed plans.

1. SPECIFIC PLANS

Chapter I, Urban Growth and the Natural Environment, focused attention on two areas at the edge of the community, East Chico and Northeast Chico where substantial amounts of development in the next twenty years should be concentrated. In order to ensure coordinated and orderly development in these two areas under multiple ownerships, the City should prepare a Specific Plan for each area.

Specific Plans are technically oriented and detailed plans prepared by a public agency which can indicate the exact location of structures, open spaces, streets, etc. These detailed plans enable the City to take the initiative in setting the precise conditions and physical limits of development for a particular sub-area within the community. Such plans must include "all detailed regulations, conditions, programs, and proposed legislation which shall be necessary or convenient for the systematic implementation of each element of the general plan."¹ As with the General Plan, Specific Plan proposals are subject to hearings by the Planning Commission and the City Council.

Apart from the value of more detailed analysis, a Specific Plan has a direct legal effect on the use to which an owner can put his land. In principle, it resembles the kind of planning and land development regulations to be expected in a redevelopment project area, and is not unlike what residential property owners in some subdivision agree to when they accept covenants and restrictions at the time of lot purchase. The Specific Plan may also combine individual parcel-by-parcel development into a larger set of actions, and may prescribe unique requirements that fall outside the parameters of a traditional zoning ordinance.

2. NEIGHBORHOOD PLANS

Like Specific Plans, Neighborhood Plans involve detailed studies of particular sub-areas of the community. Unlike Specific Plans, they are usually less technical and more subjective and policy-oriented in form, although ultimately they may be expressed in terms of quite detailed ordinances and standards. The focus of the neighborhood planning process should be upon involving local residents in identifying the social, cultural, and physical characteristics of their neighborhood which are important to preserve and enhance, the local problems which should be resolved, and the types of future development which will be most consistent with local needs and values.

1. Section 65451, Government Code.

Table 5.1 POLICY PLANS

Guidelines for Preparing Specific Plans

East Chico	Northeast Chico
1. The prime soils should be reserved for uses which will utilize rather than destroy this valuable resource such as orchards, parks, community gardens, etc. 2. The boundaries of the Low Density Residential areas on the General Plan map may be expanded to a limited extent upon submission of engineering studies demonstrating that the soils in these areas are in fact suitable for residential development and the installation of utilities. a) The effect of shrink-swell soil behavior on foundations, sidewalks, driveways, etc., should be evaluated. b) The feasibility of installing underground utilities (sewers, water lines, storm drains, natural gas, and electricity) in areas where the ground is extremely hard must be demonstrated. In this regard, the line designating the boundary of the Low Density Residential land use should not be considered definitive. Selected areas outside the boundary line may, after on-site soils investigations, be found to be suitable for residential development. Where these are contiguous to the area indicated for development in the Plan and are not prime agricultural soils, development should be allowed. Conversely, on-site investigations may also reveal areas within the boundary line which are not suitable for development. In these instances development should not be permitted. 3. A neighborhood commercial center should be built on an arterial or collector street. 4. A larger shopping center adjacent to the freeway interchange be permitted in the future, but only if minimal adverse economic impact on the CBD can be demonstrated. 5. Multi-family residences should be provided near the shopping facilities and located on arterial or collector streets. 6. At least 100 feet on either side of Little Chico Creek must be preserved for public use and all riparian vegetation protected. 7. Neighborhood parks and community parks should be provided according to the standards outlined in Chapter II, but should not be located on Tuscan soils. 8. The need for a fire station and possibly one or two elementary schools should be evaluated. 9. Noise emanating from the freeway must be buffered so that exterior noise levels for residential areas are kept below 65 dB(A) (L_{10}). 10. Archaeological investigations should be carried out to determine if there are sites worth protecting. 11. Rock walls should be preserved where possible. 12. Shade trees must be planted along all future streets and existing large trees should be preserved.	1. The boundaries of the Low Density Residential areas on the General Plan Map may be extended to a limited extent upon submission of engineering studies demonstrating that the soils in these areas are in fact suitable for residential development and the installation of utilities. a) The effect of shrink-swell soil behavior on foundations, sidewalks, driveways, etc. should be evaluated. b) The feasibility of installing underground utilities (sewers, water lines, storm drains, natural gas, and electricity) in areas where the ground is extremely hard must be demonstrated. In this regard, the line designating the boundary of the Low Density Residential land use should not be considered definitive. Selected areas outside the boundary line may, after on-site soils investigations, be found to be suitable for residential development. Where these are contiguous to the area indicated for development in the Plan and are not prime agricultural soils, development should be allowed. Conversely, on-site investigations may also reveal areas within the boundary line which are not suitable for development. In these instances development should not be permitted. 2. Two neighborhood commercial centers should be built on collector streets. 3. Public access along Sycamore Channel must be provided. 4. Neighborhood parks and community should be provided according to the standards outlined in Chapter II, but should not be located on Tuscan soils. 5. The need for two or three new elementary schools should be evaluated. 6. Bike facilities should be provided along all future collector streets. 7. Residential land uses must be located so that noise emanating from aircraft does not exceed 65 dB(A) CNEL on the exterior of homes, and determinations should be made as to the areas in which acoustical treatment will be required for new homes. 8. Archaeological investigations should be carried out to determine if there are sites worth protecting. 9. Shade trees must be planted along all future streets and existing large trees should be preserved.

As described in Chapter II, Housing and the Residential Environment, the neighborhood south of the campus and north of Little Chico Creek is perhaps the area most in need of close scrutiny by the City and local residents. Lying at the heart of the community, this area has many advantages from proximity to the campus and downtown, to a heritage of large shady street trees and interesting housing styles. On the other hand, it is an area of mixed industrial, commercial, and residential uses, old and often dilapidated structures, new and sometimes tacky

apartments, small block and parcel sizes. It is an area in transition from old single-family structures to higher density residences, and from old long-time Chico residents to more transient student residents.

As the neighborhood changes, the potential exists to preserve the desirable qualities of the area and to attempt to see that new development retains the established character. Initiation by the City of a Neighborhood Plan, with substantial residential involvement, could be an important step in protecting and enhancing this vital part of the community.

Table 5.2 POLICY PLAN
Guidelines for Preparing a Neighborhood Plan for
South Campus

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| <ol style="list-style-type: none"> 1. The effects of the R-3-C multi-family zone, as recommended in Chapter II, should be reviewed to determine if well-designed apartments are being built, if lot consolidation is occurring, and if a mixture of housing types is being achieved. Specific design objectives which should especially be reviewed include: <ol style="list-style-type: none"> a) The scale of existing residential buildings on adjacent lots should be reflected in the design of new structures; b) Views of meter boxes, trash receptacles, and parking lots should be minimized from the public rights-of-way; c) Landscaping should be compatible with existing development; existing large trees should not be disturbed, and parking lots should be adequately landscaped; d) Private and common open space areas, including the traditional front porches, should be designed for usability; and e) The requirements for off-street parking spaces should be minimized, where appropriate. 2. All streets not designated as collectors or arterials should be evaluated for potential closure to vehicular through-traffic at selected locations. Those streets which are closed should be reserved for public uses or designated for inclusion in the private redevelopment of adjacent parcels. 3. After the establishment of a street closure plan, a parking plan should be carried out to determine appropriate parking locations for new dwelling units fronting on minor streets. Alternatives to providing required off-street parking on-site should include allowing diagonal on-street parking and utilizing converted rights-of-way. Review of the requirement for off-street parking spaces should be made to confirm its appropriateness in the South Campus area. | <ol style="list-style-type: none"> 4. The need for establishing bicycle lanes on the major streets of the South Campus should be determined. 5. New curb cuts should be avoided on 8th and 9th Streets, and opportunities to eliminate existing curb cuts on the other major streets should be actively pursued. 6. No front yards should be required of new commercial structures; no side yards should be required except where adjacent to a residential use. Required off-street parking for employees should be provided behind commercial structures and screened from abutting residences. Developers of new commercial stores should be encouraged to include residential uses in upper stories. 7. As parcels become available, new industrial development should be encouraged between Orange Street and the Southern Pacific Railroad, including the 4th and 6th Streets rights-of-way. New structures should be sited so as to form a continuous barrier and thus aid in abating noise associated with the railroad operations. 8. New residential development along 8th, 9th, Walnut, and Orange Streets should utilize soundproofing materials to reduce night time interior noise levels to 40 dB(A), so as to minimize sleep interference. |
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3. REDEVELOPMENT PLANS

A Redevelopment Plan is an essential precursor to and component of a redevelopment program. Chapter III, Business Environment, describes the need for a redevelopment program in the Downtown area of Chico. Carried out under the State Community Redevelopment Law (Section 33000, Health and Safety Code), the program must conform to the adopted General Plan. The purpose of preparing a

Redevelopment Plan is to define in more precise terms than can be done in the General Plan the exact land uses and implementation programs needed to revitalize the Downtown area.

The process of preparing a Redevelopment Plan first involves preparing a preliminary plan which, by law, " . . . need not be detailed and is sufficient if it:

- Describes the boundaries of the project area;
- Contains a general statement of the land uses, layout of the principal streets, population densities, and building intensities and standards proposed as the bases for the redevelopment of the project area;
- Shows how the purposes of this part would be attained by such redevelopment;
- Shows that the proposed redevelopment conforms to the master or general community plan;
- Describes, generally, the impact of the project upon residents thereof and upon the surrounding neighborhood."¹

Following the preparation of the preliminary plan, a far more comprehensive Redevelopment Plan must be prepared which defines such factors as:

- The approximate amount of open space to be provided and street layout;
- Limitations on type, size, height, number, and proposed use of buildings;
- The approximate number of dwelling units;
- The property to be devoted to public purposes and the nature of such purposes.²

1. Section 33324, Health and Safety Code.

2. Section 33333, Health and Safety Code.

Table 5.3 POLICY PLAN
Guidelines for Preparing a Redevelopment Plan for
Downtown

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| <ol style="list-style-type: none"> 1. An evaluation of the proposal to relocate the Main-Broadway one-way north-south couplet to Main and Wall should be undertaken. Upon its completion, if the relocation is judged feasible, consideration should be given to closing selected blocks to through traffic on Broadway, and converting the street area to diagonal parking and/or landscaped pedestrian ways. 2. An investigation into the availability of Federal programs and grant monies for the construction of low income elderly multi-family housing on Salem or Wall Street should be undertaken. The legality and difficulties involved in locating such a development above the City parking lots and even utilizing air space above existing streets should be studied. Consideration should be given to reduction of on-site parking requirements and to provision of density bonuses for these residential structures. 3. Outline an investment program which will enable existing landowners and merchants to participate in the opportunities afforded by redevelopment. 4. Develop a comprehensive financial program, including the use of tax increment bonds, to fund the redevelopment program. 5. Evaluate the effectiveness of the CBD zoning district recommended in Chapter III in meeting the needs of the Central Business District. | <ol style="list-style-type: none"> 6. Prepare a program for downtown beautification, including street tree planting and the location along the sidewalk of flower boxes planted with shrubs or hardy annuals, as well as provisions for the design and installation of trash receptacles, benches, public telephones, and possibly children's play areas. 7. All new commercial development and major remodeling which significantly increases the size of an existing structure should be subject to a site plan review prior to construction approval. The site plan should indicate satisfaction of the following criteria: <ol style="list-style-type: none"> a) Where possible, attractive rear entrances to stores and walkways to store fronts should be provided; b) All trash and storage facilities should be screened from public sight and attached to the main building; and c) Building style, color, and materials used should be compatible with the surrounding environment. 8. Parking lots located in the CBD should be suitably landscaped with trees and shrubs, hedges, flowers, or other ground cover along the perimeter of the lot, and at least one tree per eight spaces in the interior of the lot. 9. Racks or other parking facilities for bicycles should be provided in all public and private parking lots with over 15 auto parking spaces. At least one facility should be provided on each side of the sidewalk of all CBD blocks. |
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Moreover, the Plan must contain a neighborhood impact element, describing in detail the impact of the project upon the residents of the project area and the surrounding areas, a description of the method of financing the proposed redevelopment project, as well as methods to permit the owners of property within the project area to participate in redevelopment. Upon completion, the Redevelopment Plan must be reviewed by the Planning Commission, and approved by the Redevelopment Agency and City Council.¹

C. DECISION-MAKING AIDS

1. ENVIRONMENTAL AND ECONOMIC IMPACT REPORTS

In compliance with the California Environmental Quality Act of 1970, the City now requires that an environmental impact report be prepared for any project which is likely to have a substantial adverse impact on the environment. Up to this time the few EIRs which have been prepared in Chico have either been done by or for the developer himself, thereby making objectivity suspect, or have been prepared

1. The City Council may designate itself as the Redevelopment Agency.

by the Planning Department staff of two, which, given their other responsibilities, has very little time and does not possess expertise in many areas such as seismology, biology, soils engineering, air quality, accoustics, etc., which are important factors in many EIRs. As a result, over time, the quality of land use decisions is bound to be affected, and the City's store of knowledge about itself does not increase appreciably. Moreover, mistakes may be made that will ultimately cost the community much more in social and environmental, as well as economic, terms than the relatively modest cost of adequate EIRs. Therefore, the City should consider the advisability of retaining on a project basis the necessary experts to prepare suitable EIRs, and should pass on the costs to the developers as provided by State law.

The City and County should also amend their environmental impact report guidelines to include requirements for economic and fiscal analyses. Such analyses will assist the decision-makers in determining more fully the impact of proposed development on the Chico area. The State is developing materials that can assist the City and County in expanding their development review procedures. The State Office of Planning and Research is currently developing a manual outlining procedures and methods for analyzing economic and fiscal impacts of new development. It is also preparing model guidelines for evaluating these analyses. Although economic impact reports are not yet mandatory as the environmental impact reports are, the economic practices manual and model guidelines for assessing economic impacts are being developed for communities interested in supplementing the scope of impact assessment in the planning process. The manual and guidelines are being prepared for use by a range of agencies, including those with only modest economic expertise. These materials can form the basis on which the City and County can tailor their environmental impact assessment guidelines to include economic and fiscal impact analyses.

2. ZONING CONSISTENCY

Zoning ordinances provide the major and the traditional means of implementing General Plans and more specifically General Plan land uses. To ensure General Plan implementation in California general law cities, the State legislature recently added Section 65860 to the Government Code. This section requires that zoning ordinances and district boundaries shall be consistent with the General Plan provisions and that such ordinances shall be considered consistent only if

the various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses, and programs specified in such a plan.

The following actions are recommended:

- A policy should be adopted by the City Council establishing the acceptable level of zoning consistency relative to future zoning decisions within the City.
- The land use classifications of the Zoning Ordinance should be redefined to reflect the density and use categories of the General Plan, as adopted.
- New Zoning Ordinance sections should be prepared incorporating new techniques and methods necessary to implement General Plan policies. New regulations, such as performance standards for industrial development, should be incorporated as recommended in the Plan. In order to implement the more detailed future density recommendation of the General Plan, requirements establishing a minimum square footage of land area for various multi-family densities should be incorporated into the modified Zoning Ordinance for multi-family residential zones.
- Revision of the Zoning Ordinance map to conform with the General Plan's map consistent with the provisions adopted as suggested in (a) above. Plan policies and recommendations concerning protection of the residential character of Chico's neighborhoods will make necessary the "down zoning" of many sections of the City presently in R-3 (multi-family) zones. Removal of current commercial zoning in some areas must also be considered as one method of ensuring continuing economic stability of the City's established shopping areas. The elimination of some industrial zoning will also be necessary to preserve areas underlain by prime agricultural soils.

3. SPHERES OF INFLUENCE

Several years ago the State directed each county to establish a Local Agency Formation Commission (LAFCO) whose purposes are " . . . the discouragement of urban sprawl and the encouragement of the orderly formation and development of local governmental agencies based upon local conditions and circumstances."¹

1. Section 54774, Government Code.

Recent changes in State law now require each LAFCO to determine the "sphere of influence" of every local governmental agency within the County. A "sphere of influence" is defined as " . . . a plan for the probably ultimate physical boundaries and service area of a local governmental agency."¹

In certain situations spheres of influence can be extremely useful tools. This is particularly true when there are two or more nearby agencies competing for the annexation of intervening land. The objective analysis leading up to the establishment of the sphere of influence line can eliminate much of the opportunism and the squabbles which arise in such situations. However, in cases such as Chico, where there are no nearby competing agencies and the City is not promoting urban sprawl by ambitiously annexing rural lands beyond the existing urban area, the need for and value of designating spheres of influence is less clear.

Perhaps the greatest value of this device in Chico can be derived by linking the sphere of influence with the creation of an Area Planning Commission (as discussed in Chapter I), and acceptance by the County that all future urban development should occur in the area designated for urban development on the General Plan Map. Under this approach, the sphere of influence line would be drawn very tightly at the edge of the future urban land use boundary shown on the General Plan Map. In exchange for agreement by the City to draw the sphere of influence line tightly, the County would agree to make this the boundary of the Area Planning Commission's jurisdiction. In addition, the County would agree not to permit urban uses to develop outside of the Area Planning Commission's jurisdiction (i.e., the sphere of influence line), and would implement this by zoning the land beyond the sphere for non-urban uses, e.g., A-3, 10, 20, or 40.

The underlying principle in the above approach is that the Area Planning Commission would control all future urban development, leaving the problem of preserving agricultural open space up to the County. This approach differs from the initial concept expressed in the study report, "Consolidating Planning for the Chico Area," in which the Area Planning Commission jurisdiction would extend beyond the urban area to include a greenbelt, and would participate directly in the preservation of that greenbelt.

1. Ibid.

The approach taken here is that a firm agreement be reached between the City and the County, prior to the establishment of an Area Planning Commission, that the area at the fringe of the Commission's jurisdiction will remain as agricultural open space. In this way responsibility is once and for all clearly affixed, and there should be less opportunity for incremental development decisions to eat away at the prime agricultural lands, because the County would not even consider urban development proposals outside of the Area Planning Commission's jurisdiction, and all land owners would be aware of the County's policy.

Since it is doubtful that any agreement between the City and County regarding the preservation of agriculture can be legally binding, it might be desirable to build another barrier against urban scatteration. It might be possible to do this if it were considered feasible to create an Area Planning Commission whose operations were funded through a new property tax levy. The funding of the Area Planning Commission by a new property tax would entail establishing a County Service Area and voter authorization to permit the County Service Area to levy a tax to support the Area Planning Commission. Once this taxing entity was established, whose boundaries would be coterminous with the area shown for urban development in the General Plan Map, any expansion of the urban area (i.e., the County Service Area), would require a vote of the land owners who would be brought into the County Service Area. Since they would in essence be authorizing an increase in their property taxes, they may be reluctant to approve the annexation unless they too intended to develop their land in the near future. A property owner whose land was not contiguous with the County Service Area and who wanted to develop would have to convince his neighbors between him and the County Service Area boundary (who might have no desire to develop their land) to pay increased taxes so that he could proceed. The very fact that a land owner would have to go through this procedure might be sufficient to deter his interest in developing.

4. TARGET AREAS

Within the broad organizational format of the General Plan, a number of policies and recommendations to guide the future development of Chico are forwarded. In many cases, these proposals directly relate to land use, and appear on the General Plan Map. In other cases, such as recommendations for street closures, seismic investigations, and performance standards for industrial areas, the proposals can potentially be applied to many areas of the City, and are thus limited to a verbal

TARGET AREAS

- A CBD RESIDENTIAL AREA: BONUSES ON PARKING, AND DENSITY REQUIREMENTS TO ENCOURAGE NEW RESIDENTIAL DEVELOPMENT.
- B CENTRAL BUSINESS DISTRICT: REZONING AND INCENTIVES TO ENCOURAGE NEW COMMERCIAL DEVELOPMENT.
- C GREEN LINE: BOUNDARY BETWEEN URBAN AND AGRICULTURAL AREAS.
- D BIDWELL PARK CHARACTER PRESERVATION: MAINTAIN NATURAL VALUES CONTAINED IN PARK, AND PROTECT PERIPHERY FROM INCOMPATIBLE DEVELOPMENT.
- E BIDWELL PARK VIEW SHED PROTECTION: REZONE AREAS WITHIN VIEW SHED OF UPPER BIDWELL TO 160 ACRES MINIMUM LOT SIZE, AND REQUIRE AN EIR OF ANY DEVELOPMENT.
- F RESIDENTIAL-PROFESSIONAL (R-P): AMEND EXISTING ZONE TO PERMIT HEALTH-CARE RELATED COMMERCIAL AND INSTITUTIONAL USES NEAR HOSPITAL.
- G AIRPORT APPROACH AREA: DEVELOPMENT NOT PERMITTED.
- H AIRPORT INDUSTRIAL AREA: LAND ADJACENT TO APRON RESERVED FOR INDUSTRIES UTILIZING THE AIR FACILITIES.
- I SOUTH PARK AVENUE IMPROVEMENT AREA: INDUSTRIAL USES SUBJECT TO STREET DEDICATION, DESIGN CONTROLS, LANDSCAPING AND SETBACK REQUIREMENTS FOR WIDENING OF PARK STREET.
- J PARK AVENUE COMMERCIAL EXPANSION ZONE (C2-E): NEW COMMERCIAL DEVELOPMENT MUST FRONT ON PARK AVE., AND MAY EXPAND TO LOCUST OR OAKDALE; RESIDENTIAL DEVELOPMENT MUST NOT FRONT ON PARK AVE.; ACCESS TO PARKING LOTS VIA ALLEYS AND CROSS STREETS IS ENCOURAGED.
- K MANGROVE AVENUE ACCESS: ACCESS TO NEW RESIDENTIAL AND COMMERCIAL DEVELOPMENT DIRECTLY FROM MANGROVE SHOULD BE DISCOURAGED.
- L TRAFFIC IMPROVEMENT AREA: ACCESS TO 8TH AND 9TH STREETS FROM NEW DEVELOPMENT PROHIBITED; LOT CONSOLIDATED ENCOURAGED; NOISE INSULATION REQUIRED.
- M TREE MAINTENANCE: EXISTING TREES LINING MIDWAY AND NORD AVENUE SHOULD BE PRESERVED.
- N NOISE REDUCTION AREA: ENCOURAGE NEW INDUSTRIAL CONSTRUCTION TO SERVE AS NOISE SHIELDING; RESIDENTIAL DEVELOPMENT PROHIBITED.
- O NOISE INSULATION AREA: NEW MULTI-FAMILY UNITS REQUIRE INSULATION FROM RAILROAD AND HIGHWAY NOISE.
- P NOISE SHIELDING AREA: SHIELDING TO PROTECT NEW RESIDENCES FROM HIGHWAY NOISE.
- Q CREEKSIDE GREENWAYS: PRESERVATION OF 100 FEET OF NATURAL VEGETATION ALONG CREEKSIDES.

CITY OF
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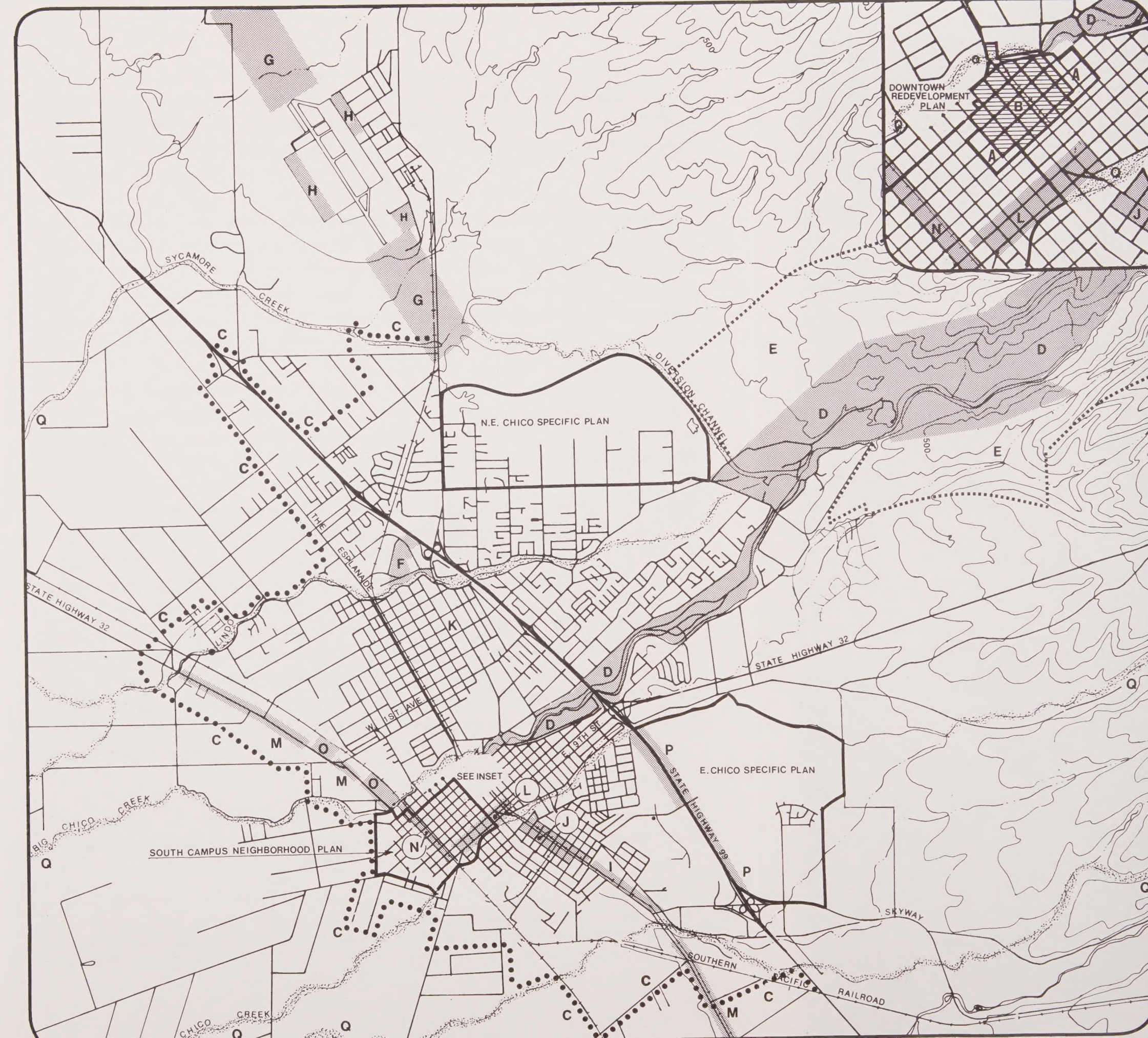
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DUNCAN & JONES



presentation. Finally, there remain certain proposals which refer action programs to specific geographic areas of Chico, and which encompass development criteria over and above the simple designation of land use. These areas, which highlight particular recommendations, are termed "target areas," and are depicted on the Target Areas Map (see Map 9).

The Target Areas map should be considered as a working document, and not merely a visual aid. As with the General Plan Map, it is intended that the Target Areas Map be referred to by the City whenever public or private development is proposed which affects any of the target areas. The Target Areas Map should play a vital role in the planning process, by reflecting the priority concerns of Chico area residents in a compact and easily comprehensible form.

Locations designated on the Target Areas Map generally denote specific areas, and should be interpreted much as the designations on the General Plan Map. Thus, the dimensions of the airport "approach areas" correspond to the minimum standards recommended by the Federal Aviation Administration for airport safety land acquisition programs.¹ Likewise, it is proposed that any new multi-family residential development that falls within the area depicted as the South Campus be reviewed within the context of the recommended neighborhood planning process.

However, over the life of the General Plan, some modification of boundaries is inevitable, due to the emergence of new data and unanticipated circumstances. The application of policy plans to areas such as the Bidwell Park viewshed should allow for the possible alteration of the boundaries, based on further studies, and on the sentiment of the community residents. And so, the viewshed of the Upper Park could possibly encompass an area greater than that defined on Map 9 (i.e., the portion of the park between the ridges paralleling the upper canyon), if deemed necessary to preserve the scenic integrity of the park.

The Target Areas Map, therefore, is to be considered an important reference in the decision-making process, and, for that reason, should incorporate new policies as they are adopted and should regularly be reviewed and updated.

1. Notice N 5100.136, "Eligibility of Land Acquisition Under the Airport and Airway Development Act of 1970," Chester G. Bowers, Director of Airports Service, December 14, 1971.

5. CAPITAL IMPROVEMENTS PROGRAM

Another important aid to sound decision-making based upon the General Plan is the Capital Improvements Program (CIP). The CIP is used to schedule and allocate expenditures of public funds for such projects as street improvements, sewer construction, construction of public buildings, etc., over a period of five or six years, and is usually updated each year. Essentially, the CIP helps to clarify and make explicit the relationship between community resources and community goals and objectives.

There are several basic advantages to program budgeting over budgeting on a one-year-at-a-time basis. By looking ahead, projects are scheduled when they are most needed, the public debt can be controlled, tax rates can be stabilized over longer periods, revenue can be accumulated for specific projects or programs, and the public is informed in advance of community projects. Prescheduling also discourages proposals by special interests which are difficult to finance or at variance with the General Plan. Finally, program budgeting provides a framework for day-to-day decisions to be made in terms of long-term financial feasibility, and the goals for the future development of the City.

At the present time the City of Chico operates within the framework of a five-year CIP. The Current CIP should be evaluated for consistency with the policies of the General Plan and with the recommendations for capital projects contained in the General Plan. Where appropriate, the CIP should be amended to ensure that the objectives of the General Plan are advanced through future capital expenditures.

D. MAINTAINING THE GENERAL PLAN

As the General Plan, in response both the changes in State law and court interpretations of the law, becomes less of a "guideline" and more nearly a definitive and meaningful statement of public policy, the process of maintaining the Plan as a viable document becomes more significant for all parties involved. Treating the General Plan casually, or amending it as convenient, is not sanctioned under present legislation. In fact, Section 65361 of the State Planning and Zoning Law now limits the number of General Plan amendments permitted within each calendar year to three.

Besides the requirements mentioned previously that zoning be consistent with the plan, and the approval of subdivisions and issuance of building permits be consistent with the open space plan, Sections 65400-65402 of the Government Code direct the planning agency (Planning Commission) to take the following additional steps:

- Investigate and recommend measures for implementing the General Plan, including ". . . plans, regulations, financial reports, and capital budgets."
- Submit an annual report to the City Council on the status and application of the General Plan.
- Promote public interest in and understanding of the Plan and the regulations relating to it.
- Consult and advise with other agencies, groups, and the public on ways of carrying out the Plan.
- Review for conformity with the General Plan referrals by public agencies regarding real property acquisitions and dispositions, and construction of public works and buildings.

Finally, Section 34217 of the Government Code provides that on October 1 of each year the City shall file with the Council on Intergovernmental Relations in Sacramento a complete report of its transactions and recommendations during the previous fiscal year, including recommendations for needed legislation respecting planning. This report shall indicate the degree to which the City's approved General Plan complies with the guidelines for such plans adopted by the Council on Intergovernmental Relations.

APPENDIX A. POPULATION PROJECTIONS

The population estimates for 1995 were derived by two methods, to yield a high and a low figure. In 1970, the Census reported 43,682 people living in the Chico Census County Division (CCD), and 101,969 in Butte County. In other words, 42.8% of the Butte County population lived in the Chico CCD. The State Department of Finance makes 5 year future population forecasts for each county through the year 2000. Under the first forecast method used in the General Plan, these Department of Finance figures were used with the assumption that the Chico CCD would continue to represent 42.8% of Butte County's populace as the county grows over the next 20 years. Table A.1 indicates the results.

Table A.1 POPULATION PROJECTIONS FOR CHICO AS A CONSTANT PROPORTION OF BUTTE COUNTY¹

Year	1970	1975	1980	1985	1990	1995
Butte County	101,969	115,900	129,400	143,000	156,800	170,000
Chico CCD	43,682	49,600	55,400	61,200	67,100	72,800

1. Department of Finance Projections, January 10, 1974. This yielded a "high" population estimate of 72,800. In 1970, 2.3% of the population in the Chico CCD lived in rural Enumeration Districts (ED's). Therefore, both the high and low population projections were reduced by 2.3% when the figures were employed to determine the commercial, residential and other land area needed to serve the anticipated 1995 Chico urban area population, that is, a projection of 71,100 in 1995.

In 1960 the Chico CCD population was 34,300.* By 1973, it had grown to approximately 47,200,** an increase of 12,900. During this same period, student and

* Bureau of the Census, rounded to nearest 10.

** Duncan & Jones estimate based on figure from Department of Finance, January 1974.

university related persons increased from 4,190 to 14,550,* an increase of 10,360. Subtracting the university related population increase from the entire Chico CCD increase yields only 2,540 persons. Thus, nearly 80% of the increase was in university related persons. This increase is not anticipated to continue. The university has indicated that it intends to grow to an ultimate student enrollment of 14,500 full-time equivalent (F.T.E.) students, which can be translated to approximately 17,400 university related persons. This ceiling enrollment is anticipated to be reached around 1980, and no further university related growth (i.e., enrollment increase) is expected. The low population estimate was derived, therefore, by assuming that non-university related population would continue to increase at a growth rate of 7% for each 5 year period,** and CSUC would maintain a population of 17,400. The following table demonstrates this growth.

Table A.2 POPULATION PROJECTIONS ASSUMING A 1980 CSUC CEILING ENROLLMENT

Year	1960	1970	1975	1980	1985	1990	1995
Chico Total Population	34,313	43,690	47,790	50,880	53,220	55,730	58,400
CSUC	4,200	14,450	16,500	17,400	17,400	17,400	17,400
Non-CSUC	30,113	29,240	31,290	33,480	35,820	38,330	41,000

* Duncan & Jones estimate based on student enrollment figures from the CSUC Institutional Research Office.

** From 1960 to 1970, non-CSUC related growth was actually negative, as indicated by Table A.2. The experience from 1970-73 reverses the declining trend. Non-CSUC growth during the 3 year period was from an estimated 29,240 to 30,700, or nearly 5%. Thus, 7% for each 5 year period is used to approximate the non-CSUC growth for future projections, which is less than the over-all growth rate increase which the Department of Finance has projected for Butte County, but reasonable for a northern California city with Chico's educational, industrial and agricultural resources.

APPENDIX B. MAXIMUM EXPECTED EARTHQUAKE INTENSITY

"MAXIMUM INTENSITY. Although earthquake prediction is currently the subject of much research, it is not yet possible to predict future seismic activity with reliability. We can only extrapolate from past experience and hope that nature does not have too many surprises for us.

"Earthquakes are caused by natural processes within the earth that proceed at very slow rates compared to human perception; time spans of many thousands or several millions of years are typical. Recognizing this we are justified in inferring that the next thousand years will be like the last thousand years. The problem is that we rarely know what the last thousand years has been like in sufficient detail. The earthquake record in northeast California extends only slightly more than one century into the past, and only the most recent 50 years of this span are completely satisfactory.

"In brief, we would probably be correct in anticipating the next thousand years if reliable records extended for a thousand years into the past. To anticipate the next 100 years from the last 100 years is less justifiable owing to the brevity of experience in comparison with the tempo of the natural process.

"At this junction there are three alternative ways to proceed:

1. Assume the best: The best possibility is that our brief earthquake history is an adequate sample, and that for the foreseeable future, the events of the known past will not be exceeded. We note that an extensive study of possible earthquake effects in the San Francisco Bay region (Nat'l Oceanic and Atm. Adm., 1972) assumed as their largest, most disastrous model earthquake, one equal to the 1906 earthquake. There is justification for this reasoning, but it is risky. There is absolutely no reason to believe that the future will be less active than the past. For it to be exactly equal to the past would seem too fortuitous to be readily accepted. Thus it is prudent to anticipate that the future will hold something greater than recorded history reveals.
2. Assume the worst: A touchstone of seismologic thought is that if you wait long enough any given location will be subject to shaking of great intensity. The New Madrid, Missouri earthquakes of 1811 and 1912, and the Charleston, South Carolina earthquake of 1886 remind us that you do not have to be in a notorious seismic area to be subject to extremely severe earthquake shaking. Indeed, one of the great problems of regional seismic risk maps has to do with these two earthquakes forcing inclusion of these two areas in a high-risk category. This being so, should not all geologically similar regions of the U.S. be so classified? The person who would make a seismic-risk map for the U.S. thus faces a cruel dilemma . . . he must either ignore major events, or include virtually all of the U.S. as high risk, an action that minimizes the utility of his map. This approach is safe, for if with the passage of time, that which is anticipated does not occur it is simply

because not enough time has passed. Thus the day of judgment is postponed into the future to a time when being proven wrong would no longer be an embarrassment.

City and County planners need not take the distant future into account, and perhaps should not try. Castles of Europe and England remind us that while it is possible to build to last for hundreds of years, it is not necessarily wise to do so.

Thus we reject this approach as begging the question, which should be, 'What is to be expected in the near future?' rather than, 'What is possible in the indefinite future?'

3. Compromise: One might be at ease assuming that the near future will bring what the known past has delivered plus a little more. From the known distribution of intensities (Table I) we note that while VI has been relatively common, VII has been sparse, and VIII has been very rare, if it has been reached at all. Thus we might be justified as predicting VIII as the highest intensity that should be planned for. The other obvious choice would be to plan for IX, but, as we review damage reports we feel (albeit intuitively) that reported intensities have been overestimated often and not underestimated at all; hence the VI and VII reports suggest, to us, that an 'honest' VIII is more likely than an 'honest' IX is.

"LOCATION. What part of the region is most likely to be subjected to the maximum intensity? Reviewing data from previous sections, we note that the highest intensities from the past have originated from earthquakes within the region, and that the larger of these are distributed throughout the region without any obvious pattern. (There are distinct clusters of low-intensity events, but these we will ignore.) Thus we believe that the maximum intensity can be reached anywhere in the region. Over a very long period of time it is likely that this maximum might be repeated more often in some parts of the area than in others (and here the clusters of low-intensity events should be considered), but we do not believe that frequency of repetition is particularly pertinent to the immediate study, nor would it be determinable if it were pertinent."

Source: Guyton, J.W. and Scheel, A.L. "Earthquake Hazard in Northeast California." Regional Programs Monograph #1, California State University, Chico, July 15, 1974.

APPENDIX C. PROCEDURES FOR STRUCTURAL HAZARDS ABATEMENT PROGRAM

The first step in carrying out a structural hazards abatement program is to identify hazardous structures and gather information about their condition. A preliminary investigation of all questionable buildings by the Building Department should obtain information including the location, date of construction, type and size of construction, soil and foundation information, emergency services, utilities, quality of maintenance, type of occupancy, unusual hazards, etc.

Upon the completion of the preliminary investigation and a review of the data, the City Council and/or the Building Department should establish a priority schedule for further, detailed investigation to determine whether or not the buildings surveyed satisfy the requirements of the adopted Uniform Building Code and Recommended Lateral Force Requirements and Commentary. Such an investigation would not necessarily require testing or calculations except rough estimates of the safety of wall and parapet attachments. Any substantial question regarding the integrity of a structure should be sufficient to warrant a more thorough investigation to determine whether the structure is eligible for conditional or unrestricted use based on the available information. Findings should be made available to the owner upon completion of the investigation.

A more detailed examination, at the building owner's expense, should be made for those buildings not meeting the requirements of Chico building codes. The results of this detailed examination should provide options for mitigating the hazards present. Such options may include reinforcement to satisfy required codes, evacuation and condemnation, or designation of the building as "non-conforming" with a specified termination of use date based on an equitable amortization schedule. In such cases, the following criteria should apply:

- if the building is damaged to more than a specified percent of its value, its use should be terminated;
- the building itself should not be structurally expanded or attachments made thereon unless such expansion or attachments satisfy all existing

building codes and their structural integrity is uncompromised by the portions of the building designated as non-conforming.

The widespread collapse of chimneys during the 1940 earthquake suggests that the potential may exist for a significant hazard to be present in the form of parapets and appendages that may be insufficiently reinforced to withstand strong ground shaking. It is recommended that Chico adopt a "Parapet and Appendages Hazards Abatement Program" similar to that enacted by San Francisco (Sec. 1, Part II, Chapt. 1, Art. 2.5, San Francisco Municipal Code). This program involves the notification of the owner of a building by the Building Department that the building in question has appendages or parapets inadequately reinforced to resist the minimum lateral force requirements specified in the Building Code. The owner then has one year to correct the problem, either by removing the appendage or parapet, or by adequately reinforcing it. Included in the definitions of appendage and parapet are cornices, ornamental statuary, water tanks or similar equipment, and any portion of a wall extending upward from the point of anchorage to the roof framing system. It is recommended that signs, marquees, and other similar structures that could collapse if not adequately supported also be included in a parapet and appendage hazards abatement program.

The implementation of a structural hazards abatement program will necessitate setting criteria for a priority schedule of those buildings and structures needing immediate inspection. It is recommended that the highest priority be assigned to the following categories:

- All older structures (especially pre-1933): These are likely to be of sub-standard construction in relation to existing and proposed standards. Based on the known behavior of structures during past earthquakes, those structures most likely to collapse or be extensively damaged during earthquakes are (greatest likelihood first): type III (UBC designation) buildings with unreinforced masonry bearing walls; type IV and V buildings with unreinforced masonry veneer; type III buildings with reinforced concrete bearing walls; and type I and II buildings with unreinforced masonry curtain and filler walls.
- Critical public and private buildings and other structures: emergency facilities (hospitals, medical clinics, fire and police stations); involuntary occupancy facilities (nursing homes, mental hospitals, convalescent

homes, hospitals, schools, jails); utilities (power plants, water supply and storage facilities, gas storage tanks, telephone lines, electrical transmission lines); transportation facilities (bridges, overpasses, interchanges).

APPENDIX D. MULTI-FAMILY ZONING

Under the existing R-3 multiple residence district regulations, the City lacks precise standards to control maximum allowable densities and the provision of open space and other amenities. Rather, the multi-family zoning regulations¹ specify only permitted uses, area and yard requirements, building height and coverage, and off-street parking requirements.

Recommendations for establishing standards of maximum allowable density for multi-family developments have been presented in Chapter II. These standards reflect an evaluation of the existing densities, the typical lot sizes, and the patterns of land use and population proposed in the General Plan. An explanation of this rationale, together with further suggestions for the treatment of open space areas, is discussed below.

Background Rationale

Lots between 6,500 sq. ft. and 17,000 sq. ft. would be eligible for low multi-family densities, up to 21 dwelling units per net acre. Medium to high densities, up to 39 dwelling units per net acre, would be permitted only on lots greater than 17,000 sq. ft.

In the vicinity of the University, the character of the neighborhood and the parcel sizes differs considerably from other residential areas in Chico. To address this diversity effectively, a new R-3-C campus multiple residence district is proposed. Similar to the amendments suggested for an R-3 district, new apartments in the R-3-C multiple residence district would be regulated according to lot size.

For higher allowable densities, a lot area range of 8,500 sq. ft. to 17,000 sq. ft. is proposed. Lots of this size include a standard 66' x 132' lot (8,712 sq.

1. City of Chico Zoning Ordinance, Sections 27.6 through 27.6-10.

ft. or .2 acres), and parcels that would result from consolidation of such a lot with smaller lots. Only lots greater than 17,000 sq. ft., i.e., the combination of two or more standard lots, would be eligible for high density multi-family development, up to 39 dwelling units per net acre.

The changes proposed to the existing zoning ordinance would not radically alter the multi-family densities already found in the City of Chico.¹ Nor would the proposals substantially alter the existing city zoning ordinance, as most existing R-3 regulations are retained. Rather, the amendments establish criteria for insuring that new multi-family developments occur only on parcels of adequate size, and for aiding the preservation of a mixture of single-family and multi-family housing types.

Open Space

Standards of maximum allowable density, such as the recommendations forwarded above, can reduce the incidence of overcrowding and extremely poor site planning. However, they can prove insufficient in promoting good design and the provision of amenities. Most new apartment sites in Chico, notably in the campus vicinity, are typified by the bulk of the lot area relegated to building coverage, parking lots and access ways. Given the economies of building construction and the nature of Chico's housing market, the simplest and most profitable multi-family development will usually consist of 2-3 story walkup apartments, adjacent to an undifferentiated surface parking area. Little or no incentive exists for a developer to provide usable and landscaped open areas, especially for student apartments.

To ensure the provision of open space and the suitable treatment of open areas in new multi-family development, the City of Chico should consider further amendments to the existing zoning ordinance. Table D.1 lists minimum requirements for public and common open space areas, together with specifications for tree planting. To assist the developer in meeting these standards, the City of Chico could ease parking requirements in special cases, or expand the opportunities available to fulfill open space criteria. For example, in the South Campus a standard of one parking space per dwelling unit is recommended, due to the heavy bicycle

1. An appraisal by the consultant of new multi-family residences indicates the majority of new apartments falls into a density range of 15-40 dwelling units per net acre.

population and the potential for street closures in accommodating additional on-street parking. Likewise, porch or roof areas may be considered as appropriate for open space, especially when part of a creative site plan.

In summary, the amendment proposals presented in Table D.1 represent guidelines for the City of Chico, to use in the development of binding yet judicious standards for the assurance of open space and the suitable treatment of the landscape.

Table D.1 OPEN SPACE IN MULTI-FAMILY DEVELOPMENTS

	OPEN SPACE			TREES	PARKING
	Min. sq. ft./d.u.			Min. of <u>one</u>	<u>spaces/d.u.</u>
	<u>Private + Common = Total</u> ¹			tree for the	
				no. of parking	
				<u>spaces indicated</u> ²	
A. <u>R-3 Multiple Residence District</u>					
1. Lots less than 6,500 sq. ft.: no new multi-family development permitted	-	-	-	-	-
2. Lots 6,500 sq. ft. - 17,000 sq. ft.	100	140	240	8	2
3. Lots greater than 17,000 sq. ft.	100	160	260	8	2
B. <u>R-3-C (Campus) Multiple Residence District</u>					
1. Lots less than 5,000 sq. ft.: no new multi-family development permitted.	-	-	-	-	-
2. Lots 5,000 sq. ft. - 8,500 sq. ft.	100	120	220	8	1 ³
3. Lots 8,500 sq. ft. - 17,000 sq. ft.	100	140	240	8	1 ³
4. Lots greater than 17,000 sq. ft.	100	160	260	8	1 ³
1. Recommended minimum dimension for private open space area, 8 feet; for common open space area, 12 feet. Both private and common open space areas should be unobstructed, readily accessible and permanently maintained; appropriate porch, deck or roof areas may qualify as open space. 2. Parking areas of more than 6 spaces shall also require at least one tree. 3. The requirement of one parking space per dwelling unit shall apply only to the area designated as R-3-C and south of Big Chico Creek.					

APPENDIX E. PERFORMANCE STANDARDS FOR INDUSTRIAL USE PERMIT APPROVAL

IMPACT	IMPACT CRITERIA FOR ESTABLISHED RESIDENTIAL AREAS	IMPACT CRITERIA FOR OTHER INDUSTRIAL AREAS
Noise	All noise generating operations shall be buffered so that they do not exceed the ambient noise level by more than 5 dB(A), or comprise over 70 dB(A) maximum during daytime operations.	Mitigating measures shall be required where necessary to insure that noise generated by industrial operations does not exceed 70 dB(A) anywhere off the site premises, except under provisions of a temporary use permit.
Lights	No bright or flashing lights shall be visible in a residential district.	No restrictions.
Airborne Emmissions	The Sacramento Valley Air Pollution Control District has established maximum permissible emmission standards for all industry locating in its jurisdiction.	Same.
Water Quality	The City must evaluate liquid waste disposed into its sewer system to determine its capacity to provide treatment. Industries not hooking up to the municipal sewer system are subject to quality standards administered by the Central Valley Regional Water Quality Control Board.	Same.
Traffic	New development must demonstrate that it will not substantially increase truck traffic on residential streets. Trucks over two tons shall not be permitted on local residential streets.	No restrictions.

Vibrations No perceptible vibrations shall be permitted off the building site.

Electronic Interference No visual or audible interference of radio or television reception shall be permitted by operations.

Flammable Materials No operations involving the use or storage of flammable materials shall be permitted adjacent to any residential area.

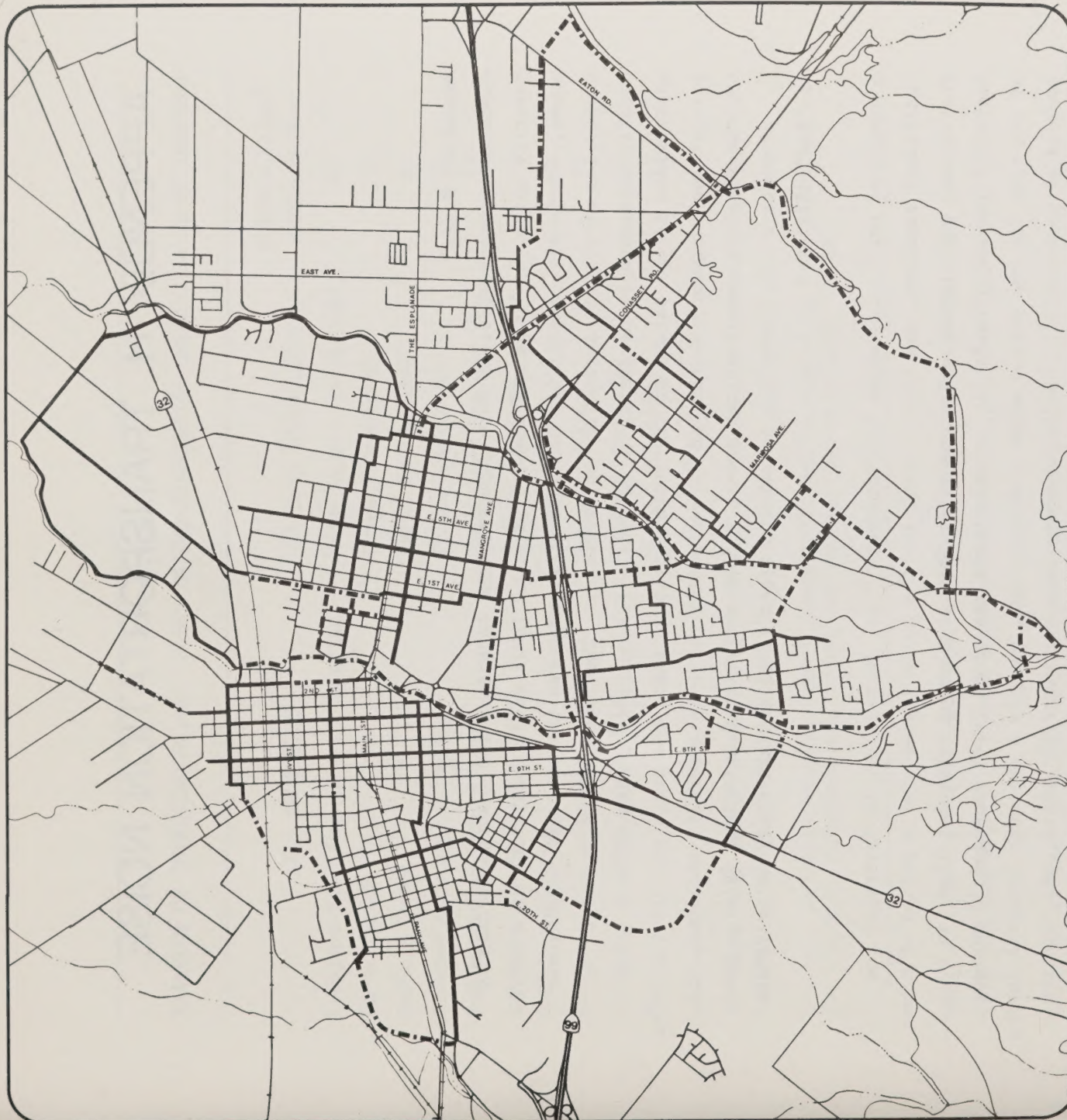
No perceptible vibrations shall be permitted which interfere with adjacent land uses.

Same.

All operations which involve storage, use or transport of flammable materials or gases must be conducted in a manner which meets with the approval of both the Fire Marshal and the Fire Chief; all facilities must contain such emergency protection and fire fighting equipment as are deemed necessary by the Fire Marshal.

APPENDIX F. DESIGN STANDARDS FOR INDUSTRIAL DEVELOPMENT

ITEM	ADJACENT TO RESIDENTIAL AREA	HIGH QUALITY INDUSTRIAL AREA	OTHER INDUSTRIAL AREA
Outdoor storage of materials and merchandise	A solid wall, of masonry, metal, wood, or landscaped chain-link fencing, at least six feet high, is required. Materials stored should not be visible from residential areas.	Same as for Residential Area	A fence, maintained in good repair is required.
Loading and Parking	Must conform to P-combining district regulations. Screening and landscaping, consisting of at least one tree per 8 spaces is required.	Must conform to P-combining district regulations. Parking lots for over 8 cars must be landscaped and screened.	Must conform to P-combining district regulations.
Yards	Front yard requirements shall be the same as the adjacent R-district, and a 10 foot side yard is required. Uses abutting from the back upon a residential shall provide at least a 20 foot rear yard. All yards shall be suitably landscaped.	A 20 foot, landscaped front yard is required. No side or back yard is required.	No yard required.
Building Materials, Design and Scale	Materials and design shall be reviewed and deemed compatible by the Architectural Review Committee. Industrial buildings or yards shall not intrude upon the scale of established residential neighborhoods.	Materials used and building design shall be of high architectural and aesthetic quality, and reviewed by the Architectural Review Committee.	No restrictions.
Signs	The size and compositions of all signs visible in residential areas shall not exceed standards established for neighborhood commercial areas.	All signs shall conform to standards adopted for industrial areas, in Ordinance 1094 "Signs," and be approved by the Architectural Review Committee.	All signs shall conform to standards adopted for industrial areas in Ordinance 1094: "Signs".



APPENDIX G. CAC BIKE MAP

- ROUTES USING STREETS (LANES)
- - - ROUTES NOT ON STREETS (PATHS)

NOTE: ROUTES SHOWN IN BIDWELL PARK ARE APPROXIMATE; SEE BIDWELL PARK PLAN FOR DETAIL. IN GENERAL, THERE WOULD BE A PATH ON EITHER SIDE OF BIG CHICO CREEK WITH CONNECTING BRIDGES AT 1-MILE, STATE ROUTE 99, AND NEAR CEDAR GROVE.

SOURCE: CAC TRANSPORTATION SUBCOMMITTEE. ED MYLES AND WAYNE LINDLEY.

CITY OF
CHICO,
CALIFORNIA

GENERAL
PLAN
PROGRAM
1973 - 1976



db DUNCAN & JONES

APPENDIX H. TRANSPORTATION NOISE

Measuring Noise

Acoustics science provides both sophisticated technique and instrumentation to quantify noise, or "unwanted sound." A sound level meter consisting of a microphone, attenuator, amplifier, and indicator, measures the two most significant properties of noise: intensity and frequency. The component of intensity is usually expressed in decibels, or dB, while frequency is indicated by a scale appropriate to the nature of the investigation. Since the human ear discriminates against low frequency sounds, an "A"-weighting curve is generally employed, and so, the single figure readings appear in the abbreviated notation, dB(A). Table H.1 presents a brief sampling of various types of noises and their noise levels in "raw" dB(A).

A number of strategies exist to "integrate," or, in a sense, to "average" the individual readings, and thus account for the noise impact over a period of time. For freeway and highway noise emanating from continuous vehicular flow, an L_{10} method is generally used. L_{10} simply means the sound level exceeded 10 percent of the time for the period under consideration, usually a one-hour interval during periods of peak traffic. Railroad operations are discrete events, and thus the number of operations and the times of occurrence can readily be ascertained. A Community Noise Equivalent Level, or CNEL, accounts for these factors, ascribing the greatest "weight" to the loudest trains at night-time hours. Noise contour levels are thus the product of individual measurements with appropriate averaging over time.

As with any analysis, degrees of error inevitably exist. For instance, the L_{10} and CNEL contours depicted in Maps 6 and 7 do not represent actual on-site measurements, but rather modeling based on case studies. Furthermore, they do not account for any noise attenuation due to structures outside the right-of-way

Table H.1

EXAMPLES OF INTRUDING NOISES¹ FOUND IN THE RESIDENTIAL OUTDOOR NOISE ENVIRONMENT

<u>Type of Source</u>	<u>Type of Neighborhood</u>	<u>Maximum Noise¹ Level dB(A)</u>
4-Engine Turbofan Aircraft Landing	Noisy Urban Residential	100
Diesel Truck	Freeway Apartment	90
Garbage Truck	Urban Residential	83
Freeway Automobile Traffic	Freeway Apartment	80
Automobile on Main Street	Small Town Residential	73
4-Engine Aircraft Overflight	Normal Suburban	70
Children Playing	Urban Residential	64
Automobile at Distance	Normal Suburban	55
Crickets in Evening and Night	Quiet Residential	50
Bird	Normal Suburban	45

1. Note that these levels are as measured at the various locations and are not indicative of relative source noise.

Source: Selected samples from "Community Noise," prepared by Wyle Laboratories for the U.S. Environmental Protection Agency, December 1971, p. 46.

nor for climatic variation. And, as impartial quantifications, they do not indicate the community's previous exposure to noise or relative degrees of tolerance.

Noise is a human problem, and the subjective response of people to noise stimuli varies greatly. The interpretation of the noise contours is similar to a meteorological forecast, where measurements by sophisticated instrumentation are limited by the many variables affecting the weather in a particular area. Hence the "noise climate" describes the impact that can generally be experienced. The line denoting the cut-off at 65 dB(A) does not imply that the residents on one side are unduly affected while tolerable conditions exist on the other side. Rather, the area between 75 dB(A) and 65 dB(A) indicates that residents within this vicinity can usually anticipate an unacceptable noise climate, and interference with day-to-day functions such as sleep and conversation.

Evaluation of Noise at Chico Municipal Airport

Basic Input Data

Operations:	DC9-10	2 landings - 2 takeoffs
	DC9-30	2 landings - 2 takeoffs
	DC6B	4 landings - 4 takeoffs

Runway Utilized: 13 (ops. to S.E.)

Schedule: All above operations between 7 a.m. and 7 p.m. (i.e., "day" only)

Procedure: Approaches: All at 3⁰ (for DC9 and DC6 aircraft)

Departures: DC9 - light

DC6B - heavy (maximum gross takeoff weight: 107,000 lbs.)

Assumptions and Generalizations

1. All operations on straight flight track segments - approaches and departures.
2. Jet aircraft not equipped with any noise reduction nacelle modifications.
3. No special noise abatement operating procedures being used.
4. No operations on runway 31.
5. Negligible noise contribution from remainder of aircraft using Chico Municipal Airport (for the purposes of this analysis).

Controlling Noise

Means of noise attenuation can be classified under three headings: quieting the source of noise emissions, altering the path over which the noise is transmitted, and protecting the receiver. State and federal statutes regulate aircraft and motor vehicle engine noise. Active enforcement of the State standards on maximum motor vehicle noise limits¹ can aid in curbing the worst offenders.

A reduction of noise on the path between the source and the receiver may be achieved in several ways. The alignment and grade of new streets can be altered, as well as the patterns of aircraft approach. Walls, landscaped berms, or combination berm-walls can reduce noise levels about existing highways or railroad lines by as much as 15 decibels.¹ In order for noise shielding to be effective, it must be a solid wall, or "barrier," high enough to block the line of sight

1. California Vehicle Code, Sections 23130 ff.

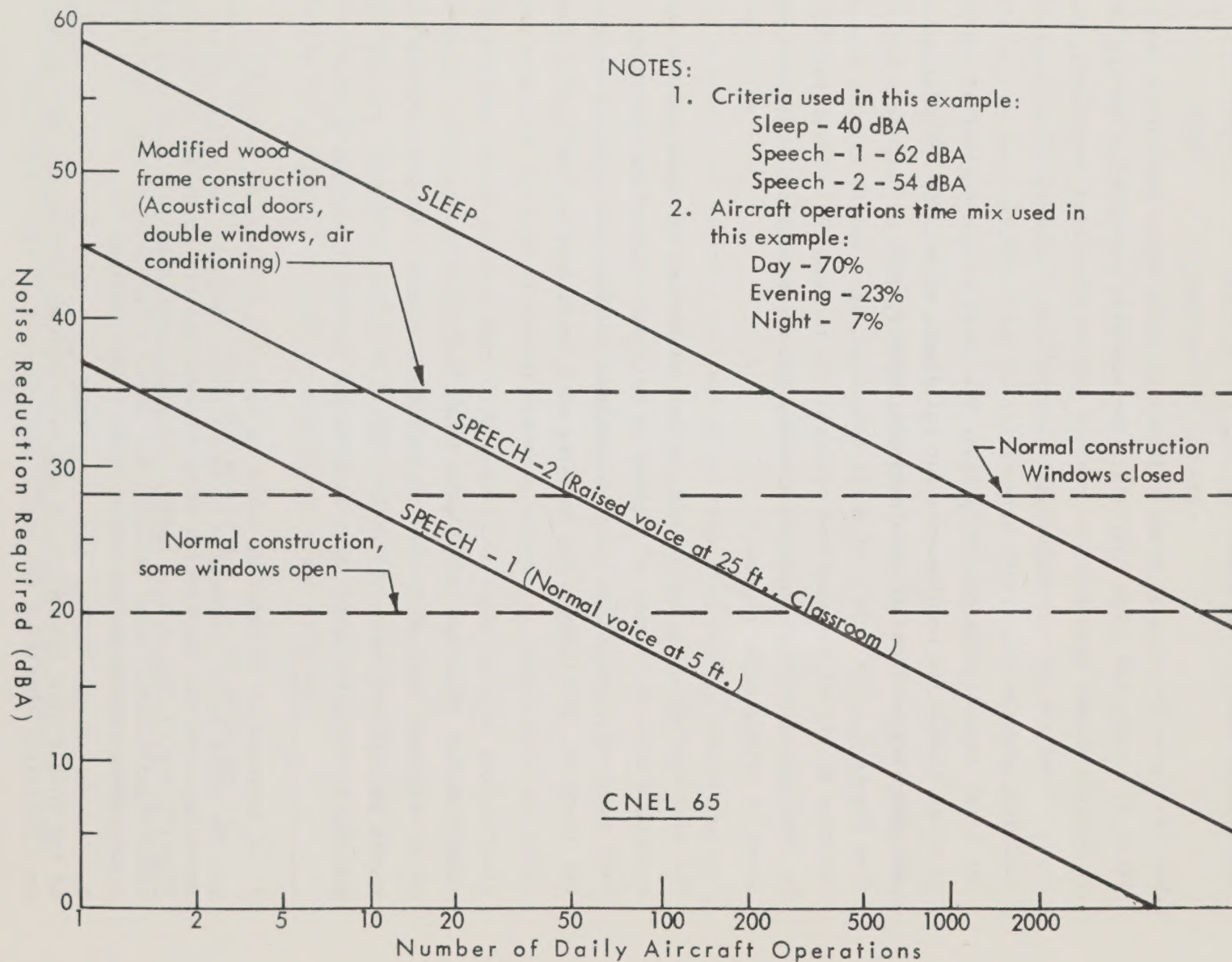
from the noise source. For freeway noise, diesel trucks are the general reference, and a wall at least eight feet high and optimally twelve feet high would be necessary to adequately abate noise associated with truck traffic.² For railroad noise, a lower wall (i.e., four to eight feet) situated close to the tracks may achieve substantial reduction.³

New land uses locating in areas adjacent to major noise generators can be regulated by zoning and other controls. For example, noise buffer strips consisting of heavily wooded open space or closely spaced industrial structures, where appropriate, can provide significant attenuation. Likewise, the layout of a subdivision, and the individual orientation of the buildings, can potentially reduce the noise impact. Measures to protect the receiver can consist of the adoption of noise insulation requirements for buildings, especially for residential uses and community services of involuntary occupancy, such as hospitals and schools. (See Figure H.1 for levels of noise reduction, in a sample airport vicinity, afforded by normal and modified construction techniques.) Developers may also be required to include on-site buffering for new residential construction in areas of severe noise exposure.

The most appropriate solution will depend on factors of cost, safety, level of reduction desired, amount of highway or railroad right-of-way available, adjacent land uses, and aesthetics. Not all methods outlined are feasible or desirable. For instance, prohibiting the sounding of a train horn at railroad crossings, while limiting noise, can impose a severe hazard to safety. Likewise, treatment alternatives such as noise shielding, with high initial costs, may prove less expensive over time than other solutions, such as the purchase of noise easements or the combined cost of insulating individual homes. Various combinations should be explored to mitigate the effects of noise on people, and the best combination of actions for each case should be identified and pursued.

-
1. A decrease of 10 dB(A) is equal to reducing loudness by one-half.
 2. The three major components of truck noise include: a) engine noise; b) noise resulting from the interaction of the tires with the pavement; c) noise emanating from the top of the exhaust stack. An eight-foot high shield of sufficient length would significantly abate (a) and (b), while a twelve-foot high shield would significantly attenuate all three truck noise problems.
 3. The predominant source of train noise, apart from the horn, is the interaction of the wheels with the rails. A six-foot high wall alongside the track, though only partially shielding the train, can effect a 10 dB(A) reduction.

Figure H.1. Relationship between building noise reduction required, number of aircraft operations and different activities for CNEL 65.



Source: "Land Use Compatibility Chart for Aircraft Noise," Paul S. Veneklasen and Associates, Santa Monica, California, December 29, 1972.

RESOLUTION NO. 4 76-77

RESOLUTION ADOPTING GENERAL PLAN 1976-1995 FOR THE CITY OF CHICO

WHEREAS, the Chico City Council first adopted a General Plan for the City of Chico on October 10, 1961, and has from time to time amended said plan; and

WHEREAS, due to the passage of time, changed conditions in the Chico urban area and the adoption of new state legislation requiring the adoption of additional elements to be included into city general plans, the City Council determined to adopt a new General Plan; and

WHEREAS, the City of Chico entered into an agreement on October 5, 1973, with Duncan and Jones, Urban and Environmental Planning Consultants ("Consultants") to obtain technical and professional services in connection with preparation of a new General Plan; and

WHEREAS, on October 16, 1973 the City Council appointed a Citizens' Advisory Committee including members residing in the Chico urban area, both within and without the City, to meet with and advise the Consultants, the Planning Commission and the City Council; and

WHEREAS, after securing necessary information and data and evaluating the same, consultants met with the Citizens' Advisory Committee, the Planning Commission and the City Council, prepared and discussed policy statements, prepared an initial general plan and after further meetings with the Citizens' Advisory Committee, the Planning Commission and the City Council, prepared a Preliminary General Plan; and

WHEREAS, after publication of notice pursuant to Govt. Code Section 65351 as required by law, the Planning Commission held a public hearing regarding said Preliminary General Plan, which hearing commenced on February 19, 1975 and was continued from time to time, with sessions being held thereon during a total of approximately eleven Planning Commission meetings, extending to July 7, 1975, and thereafter deliberated thereon; and

WHEREAS, by the adoption of Resolution No. 327 on May 26, 1976, the Planning Commission recommended certain amendments to the Preliminary General Plan and the Planning Commission transmitted said Preliminary General Plan, as amended, to the

City Council, together with its recommendation that the same be adopted as the new Chico General Plan; and

WHEREAS, prior to the adoption of its resolution transmitting the amended Preliminary General Plan to the City Council for action, the Planning Commission held a public hearing on the draft environmental impact report, which hearing commenced on May 3, 1976, and was continued to May 26, 1976, at the conclusion of which hearing the Planning Commission certified said environmental impact report, as amended, and transmitted same to the City Council on May 28, 1976; and

WHEREAS, the environmental impact report as certified, indicates that there are certain adverse environmental effects which cannot be avoided if the Preliminary General Plan, as amended, is adopted, namely, the loss of open space lands in East and Northeast Chico, the conversion of some 500 noncontiguous acres of prime agricultural soils, increased water runoff into various creeks and channels due to increased urbanization, generation of additional air pollutants due to future growth, and increased noise levels; and

WHEREAS, mitigation measures are available and are recommended by the Preliminary General Plan to minimize such impacts, namely: the protection of prime agricultural soils outside the urban area through a policy of maintaining in agricultural open space those lands most suited to the production of food, by preventing development on prime soils and directing future development to nonprime soils, through the encouragement of infilling of existing vacant land, within urbanized areas, and by development at higher densities and by seeking to ensure the continuation of agricultural production even where relatively small holdings have been created on prime soils, and protect the semi-rural lifestyle these areas afford by preventing their conversion to more intensive urban uses; establishment and use of a public transportation system and neighborhood shopping facilities to reduce vehicle miles traveled by motorists and thereby reduce air pollutants; establishment of the "creekside greenways zone"; enforcement of the city's noise ordinance; and

WHEREAS, the City Council after giving due notice pursuant to Govt. Code Section 65355 held a public hearing regarding said amended Preliminary General Plan, which hearing was commenced on November 5, 1975 and was continued from time to time, with sessions thereon being held at a total of four City Council meetings; and

WHEREAS, after said hearings pertaining to the amended Preliminary General Plan, on May 24, 1976, the City Council determined that further amendments should be made to said Preliminary General Plan and referred the same back to the Planning Commission for further consideration; and

WHEREAS, the Planning Commission reviewed the City Council's recommended amendments on May 26, 1976, and at the conclusion thereof, recommended adoption of the Preliminary General Plan as amended.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF CHICO AS FOLLOWS,
TO WIT:

1. That the City Council, having reviewed and considered the environmental impact report for the Preliminary General Plan finds that there are mitigation measures available, which are recommended by and listed in said Plan and which would adequately mitigate any adverse environmental impacts of said Plan.
2. That the Preliminary General Plan as prepared by Duncan and Jones, Urban and Environmental Planning Consultants, including that certain text entitled Preliminary General Plan, as amended by that certain document entitled "Proposed Amendments to the City of Chico General Plan," dated April 15, 1976, and an addendum thereto dated June 16, 1976, and that certain map entitled "Preliminary General Plan - Map 11" as amended by the General Plan Map accepted by the City Council on June 15, 1976, is hereby adopted, effective immediately as the General Plan for the City of Chico;
3. That copies of the new General Plan adopted hereby, shall be kept on file in the office of the City Clerk and the City Planner;
4. That the General Plan for the City of Chico, which was adopted by Resolution No. 35 61-62 on October 10, 1961, is hereby rescinded, repealed and superseded;
5. That the Council hereby expresses its appreciation to the Citizens' Advisory Committee and to other members of the public who have participated in and contributed to the preparation and adoption of the new General Plan;
6. That the consultants are hereby directed to place the new General Plan into final form by incorporating therein the amendments thereto, which have been

adopted as a part thereof, including clerical changes to implement said amendments and maintain internal consistency within the new General Plan, and to make a report of any such changes to the City Planner;

7. That upon receipt of the General Plan in final form, and certification by the City Planner to the City Manager, that said compilation has been completed in accordance with this resolution and with that certain agreement between the City of Chico and Duncan and Jones, executed October 5, 1973, said new compilation shall be substituted for the preliminary General Plan map and amendments thereto which are adopted by this resolution, so that the plan will be readily available as one document for the convenience of the public and ease of administration, and copies of the same shall be filed with the City Clerk and the City Planner, and distributed to the County of Butte, and the State of California, and to the public libraries in the Chico Urban Area.

8. The consultants are further directed to prepare a handout summary of the new General Plan in a form approved by the City Planner and the City Manager, which summary shall consist of one sheet of paper containing on one side a map of the general plan land use element and on the other side, a summary of the provisions of the new General Plan.

9. Upon compilation of the new General Plan, and preparation of the handout summary and certification by the City Planner to the City Manager, that the same has all been accomplished in accordance with this resolution and with the agreement between the City of Chico and Duncan and Jones, executed October 5, 1973, the City Manager shall authorize payment of the balance owing to Duncan and Jones pursuant to said agreement.

The foregoing resolution was adopted at a regular meeting of the Council of the City of Chico, California, on July 6, 1976, by the following vote:

AYES: Councilmen Andrews, McLafferty, Murphy, Murray, Smith and Thorn

NOES: None

ABSENT: None

ABSTAIN: Mayor Stewart

CHICO, CALIFORNIA

GENERAL PLAN 1976 - 1995

RESIDENTIAL

- RURAL 1 UNIT/1-5 GROSS ACRES
- LOW DENSITY 1-6 UNITS/GROSS ACRE
- MEDIUM DENSITY 7-12 UNITS/GROSS ACRE
- HIGH DENSITY UP TO 35 UNITS/GROSS ACRE

COMMERCIAL

- NEIGHBORHOOD
- CENTRAL BUSINESS DISTRICT
- LIMITED
- THOROUGHFARE

OPEN SPACE

- AGRICULTURE
- GRAZING
- PARKS & CREEKSIDE GREENWAYS
- GREEN LINE

INDUSTRIAL

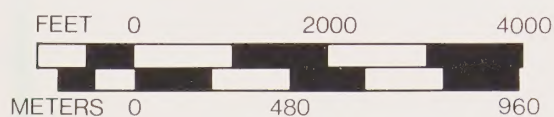
- INDUSTRY & HEAVY COMMERCIAL

PUBLIC & QUASI-PUBLIC

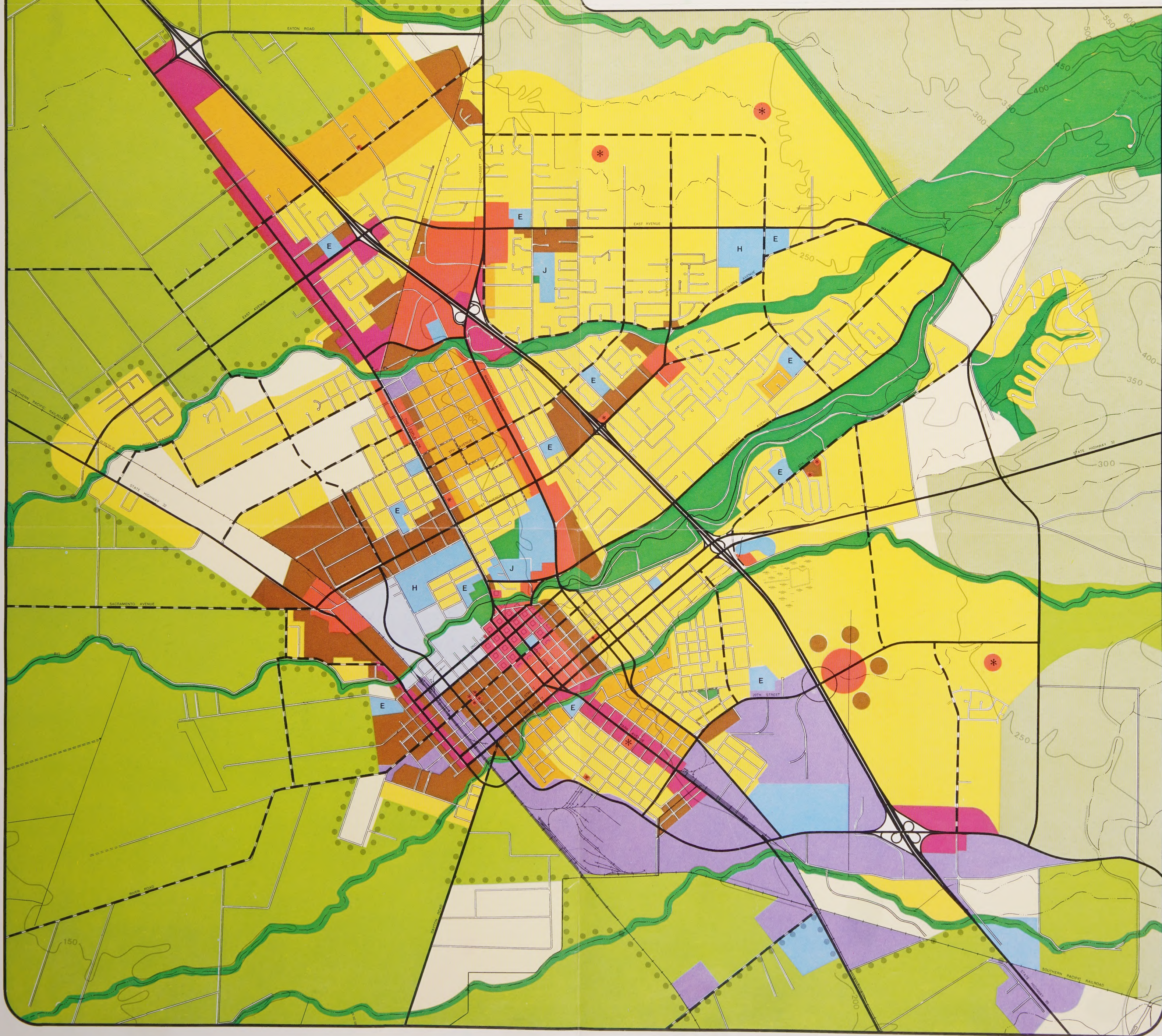
- E ELEMENTARY SCHOOL
- J JUNIOR HIGH SCHOOL
- H HIGH SCHOOL
- CALIFORNIA STATE UNIVERSITY AT CHICO
- OTHER PUBLIC FACILITY

TRANSPORTATION & CIRCULATION

- AIRPORT
- FREEWAY
- FREEWAY INTERCHANGE - PROPOSED
- ARTERIAL
- COLLECTOR



DUNCAN & JONES
Urban & Environmental Planning Consultants



U.C. BERKELEY LIBRARIES



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